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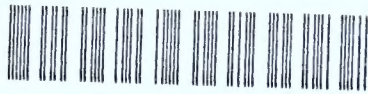


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REPORT OF THE COMMITTEE APPOINTED BY
HONORABLE JOHN S. FINE, GOVERNOR TO
INVESTIGATE THE PENO-CORRECTIONAL SYSTEM
OF THE COMMONWEALTH OF PENNSYLVANIA.

April, 1953.



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38.7

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APPENDIX

Exhibit "A" - Industrial Survey of Prisons

Bibliography

The Honorable John S. Fine

Governor of the Commonwealth of Pennsylvania

Your Excellency:

On Saturday, March 29, 1952, an uprising of fifty-two prisoners took place in the New Jersey State Prison at Trenton. This was followed by a more serious outbreak in the same institution on April 15, 1952, in which four hostages were seized. A third uprising occurred on Thursday, April 17, 1952. This occurrence took place at the New Jersey Prison Farm at Rahway and involved 231 prisoners. Nine hostages were seized and damage was done totalling \$58,000.00.

While the above-mentioned disturbances were by no means the first of their kind in this country, they marked the beginning of a year which was to be characterized by violence, rioting and tumult within penal institutions. By the end of the year 1952, disorders had occurred in penal institutions in every quarter of the nation including the Federal Reformatory at Chillicothe, Ohio, and even in Canada where, during the period May 4 to August 1, three serious riots broke out at the city prison of Montreal.

The year 1953 did not bring an end to the trouble. On Sunday, January 18, 1953, the Western State Penitentiary at Pittsburgh was the scene of a riot which saw the capture of some guards as hostages and the burning of a portion of the tag shop. The following day a similar uprising occurred at the New Western Penitentiary at Rockview. Minor fires were started and six guards were seized. Early in February, there were three disturbances in prisons in Arizona and one each in Oregon and Washington. In all, in the twelve months

following the riot at Trenton, New Jersey, more than twenty serious prison riots and outbreaks occurred in all portions of the country.

Your Excellency, deeply troubled over the situation and particularly concerned because two of the disturbances occurred in this Commonwealth, appointed the undersigned to investigate and report to you upon the condition of our prison and penal systems. The scope and nature of our inquiry as you outlined it to us in Harrisburg on February 2, 1953, was as follows:

"Your duties are manifold. You will inquire and examine into the methods of instruction, discipline, detention, imprisonment, care, and treatment of prisoners. You will inquire, too, into the government and management of prisoners.

"I am expecting you to investigate the official conduct of the trustees, wardens, superintendents, and all other State officers charged with the management of our State prisons and correctional institutions.

"This Committee also is charged with the duty of examining the buildings, grounds, premises, and equipment of all these institutions and to recommend needed changes if changes are found to be necessary."

In pursuance of this mandate we immediately took up our duties, the results of which action shall appear later in this report. It is important at the outset to observe, however, that we did not concern ourselves with certain aspects of the prison riots themselves since other agencies of the government were adequately covering those fields. We did not, for example, inquire into the criminal responsibility, if any, of

the prisoners involved, nor did we look into the exhaustive details of the riots.

The ambit of our responsibility, as we understood it, was to discover, if possible, the causes of the trouble, the need for changes, if any, and to suggest needed reforms. The details of the riots have been made known to Your Excellency through the medium of the press and the reports of the Attorney General, Adjutant General and Commissioner of State Police. It was inescapable, however, that certain aspects of the riots had to be investigated in order that we might be informed concerning the manner of detention and the handling, feeding, instruction, etc., of the prisoners. These matters will appear in their proper places throughout this report.

Adopting the pattern established in the so-called Ashe Report of July, 1944, we have set forth the committee recommendations at the outset. These are listed first in summary form and are immediately thereafter treated individually, giving the ratiocination behind our action. Supporting data and necessary comment may be found in the main body of the report.

In the interest of brevity we have avoided the use of the technical names for the institutions. Instead we have adopted the common names.

RECOMMENDATIONS

Foreword

Before presenting an outline of our recommendations it is important to make some preliminary observations relating thereto. Principal among these is our thought that there are definite immediate advantages to be gained by early action upon matters not inconsistent with economy, long-range planning and enlightened theory. We apprehend that too often have needed changes been deferred because of an unrealistic approach requiring the expenditures of huge sums of money and the employment of untried, controversial methods on a large scale.

Our inventory and appraisal of the physical plants which constitute a part of the penal system of Pennsylvania revealed, with certain exceptions, a surprisingly advanced and complete group of well designed structures. We believe that with certain modifications, changes in plan and with some new construction, the penal institutions of this Commonwealth can, if properly integrated and staffed with adequate personnel, become one of the finest systems in the country.

Concerning the physical structures, we have accordingly based our recommendations upon the premise that there should be full employment of the existing physical plants according to dictates of humanity, economy and intelligent planning; and that suggested immediate new construction can be held to an absolute minimum consistent with the overall corrective pattern eventually to be established.

Our investigation pin-pointed the truth that although

excellent management and supervision can overcome seemingly insurmountable difficulties in plant facilities, the converse is not true. In other words, good management can make for a fair prison under the most adverse conditions but poor management, even with the best of equipment, results in a bad prison. We have accordingly based many of our recommendations upon this theory, believing that even before there is a change in the physical appearance of our prisons, there must be some changes in personnel and a sweeping change in prison administration from the function of the department head down to those of the least custodial officer.

It is only natural that individual considerations of specific recommendations encounter resistance and that the mind be led astray by doubts, fears and objections created thereby. For this reason we suggest that the recommendations be first considered as a whole and that recourse then be had to the rationalization contained in the following section in order to fully grasp our intent.

SUMMARY OF RECOMMENDATIONS

PHYSICAL ALTERATIONS

1. Eastern Penitentiary should have its capacity reduced to approximately five hundred prisoners. All unnecessary and unused structures inside the wall should be dismantled and removed by prison labor. Particular attention should be paid to the removal of the oldest cells. No new major construction should be had except the creation of an all-purpose auditorium and such offices and quarters as may be necessary for the purposes outlined in Recommendation No. 17.

2. Western Penitentiary should have its capacity reduced

to approximately five hundred prisoners. There should be a new kitchen, dining room and sink room constructed with modern appliances installed. The main cell block should be made secure by adequate blocking of the space above the ceiling and the blocks divided by a partition to facilitate handling the population. Proper offices and quarters should be provided for the purposes outlined in Recommendation No. 17.

3. Wherever possible, particularly at Rockview, White Hill and Graterford, communications and utility controls should be moved outside the enclosures.

4. The main communication hall at Graterford should be blocked at intervals by secure partitions to facilitate better control of the population. Some thought should be given to a better control system to prevent improper access to the industrial shops from the main hall.

5. The so-called "hole" beneath the main building at Western should be eliminated at once. The punishment cells in the basement of the home block should also be eliminated.

6. All present punishment cells in use at Eastern should be eliminated at once. In removing old cells and remodeling and rearranging the prison for the uses outlined in Recommendation No. 17, new punishment cells can be constructed or assigned according to design.

IMMEDIATE NEW CONSTRUCTION

7. We recommend the creation of a new institution for defective delinquents.

8. There should be a farm colony established outside the enclosure at both Rockview and Graterford. These colonies should be minimum security structures of a capacity commensurate

with the size of the farm and the number of inmates employed thereon. Each colony should have a small auditorium, recreation room, bathing and dining facilities.

ULTIMATE NEW CONSTRUCTION

9. We recommend the construction of a new, centrally located cottage-type institution for girls and that the girls' school at Morganza be turned over to the boys' school. The space now occupied by the girls' school can be devoted, with alterations, to the housing of personnel for the boys' department and a much needed vocational school for small boys. In connection with this recommendation, see Act 1951, Sept. 26, P. L. 1457, authorizing the acquisition of a site for a State Training School for female juvenile delinquents. See also Act 1951, Sept. 26, P. L. 1532, and Act 1951, Sept. 26, P. L. 1530.

PERSONNEL

10. We recommend a uniform system of classification for prison employes below the level of Warden and Superintendent. Such classification should be commensurate with relative responsibility and duties. Promotion should be based upon demonstrated ability, merit and career service. Each classification should carry with it a salary scale applicable to each employee within the classification.

11. We recommend an upward adjustment in salaries of all prison employes.

12. The school operated at Hershey by the Pennsylvania State Police should be utilized for the training of custodial personnel below the rank of Warden and Superintendent. Training at the school should implement and supplement in-service training in the institution. The curriculum to be followed

and extent of the training should be worked out by the superintendent of the school in cooperation with the Superintendent of Public Instruction and the Commissioner of Correction hereinafter referred to in Recommendation No. 14.

13. All supervision and control of correctional institutions should be removed from the Department of Welfare and transferred to the Department of Justice.

14. There should be a Bureau of Correction in the Department of Justice headed by a Commissioner of Correction responsible to the Attorney General. All institutional Wardens, Superintendents and bureau personnel should be under the Commissioner who, with the approval of the Attorney General, would engage, dismiss and assign the same. Institution heads, with the approval of the Commissioner, should have the authority to engage, dismiss and assign institutional personnel.

The Commissioner of Correction should be charged with the duty of managing and controlling all phases of correctional activity (except parole) including classification, prison industries, education and security.

He should have to assist him: (a) A Deputy Commissioner for Treatment charged with the function of directing corrective (rehabilitative) activities, classification, education, personnel training (professional) medical services, recreation, social services and vocational training. (b) A Deputy Commissioner for Operations charged with the function of directing personnel recruiting and training (custodial), business management and accounting, industries, equipment, construction, maintenance and records.

Subordinate to the Deputy Commissioner for Treatment there should be a Chief Medical Officer and four Directors

each of which would be assigned to a separate correctional function as follows: education, classification, social service and research.

Subordinate to the Deputy Commissioner for Operations there should be a Chief Engineer and three Directors as follows: (1) A Director of Industries (2) A Director of Personnel and Training, and (3) A Director of Fiscal Operations.

A proper function of the Deputy Commissioner for Operations is the procuring and supervision of salesmen and the dissemination of information to political sub-divisions able, by law, to make use of prison products. We recommend the inclusion of this function in the establishment of the suggested structure.

OPERATIONAL CHANGES

15. All correctional institutions within the Commonwealth should be integrated and operated as part of an overall plan. Each institution should receive prisoners regardless of the location of the sentencing court, and the Commissioner of Correction should have the authority to transfer and retransfer prisoners at will between institutions in accordance with the principles of classification without the consent of the sentencing court. The only limitation to be imposed upon this authority should be the maintenance of the identity of women's institutions and those devoted to juveniles.

16. Original commitments of male offenders not sent to White Hill, Morganza, or a defective delinquent institution should be limited to the classification centers referred to in Recommendation No. 17. Adult male parole violators should be returned to a classification center for further diagnosis

and classification.

17. Two classification centers should be established. In the Eastern District as now constituted, all original commitments under Recommendation No. 17 should be to the Eastern Penitentiary, at Philadelphia. In the Western District as now constituted, all such commitments should be to the Western Penitentiary, at Pittsburgh. For all other purposes, the Eastern and Western Districts should be abolished.

Both Eastern and Western Penitentiaries, in addition to being operated as classification centers, should be maintained as maximum security prisons for the confinement of those few prisoners determined by the classification process to be incorrigible and inappropriate for confinement in medium and minimum security institutions. These prisoners should be used as the framework of maintenance and operational crews.

18. All classification, transfers and retransfers, including inmates at White Hill, should be under the Deputy Commissioner for Treatment. This Deputy should be in charge of both classification centers and correlate their work.

19. The plants at Huntingdon, Graterford and Rockview should be used for maximum, medium and minimum prisons according to the dictates of an overall plan to be adopted by the Commissioner of Correction.

20. There should be no autonomous penal or correctional institutions within the corrective structure. All control should be centralized and therefore it is recommended strongly that the present powers of the Boards of Trustees be taken away and that the Boards be maintained as advisory groups only. It is also suggested that each institution have a separate Warden or Superintendent and that the practice of having branch

institutions be abandoned.

There should be an advisory board of which the Commissioner should be chairman ex-officio. The board should consist of eight interested, public-spirited citizens appointed by the Governor. The terms of service of the members should be staggered to allow for new thought upon changes in administration.

21. We strongly recommend that a function of the proposed Bureau of Correction be the development of a community crime prevention program. As the program develops, it may be well to have at a later time an officer devoting all of his time and that of his office to the problem of crime prevention.

PRISON INDUSTRIES

22. We recommend that the plant potential be fully developed in the matter of prison industries. This may entail some new construction or plant operation and to this end we recommend serious consideration of the industrial survey attached hereto and marked "Exhibit A". We further recommend that a long range program be adopted by the Commissioner of Correction so as to fully accomplish the aims herein mentioned.

PAROLE

23. We recommend that the Board of Parole be increased in number to five members.

24. We recommend that the present system of maximum and minimum sentences be re-examined with a view toward eliminating inequities and inequalities in sentencing.

25. We recommend that there be periodic judicial conferences called by either the Chief Justice of the Commonwealth or the Attorney General for the specific purpose of discussing

equalization of sentences, cooperation with the parole board and classification centers, the parole program of short-term prisoners, probation and all other matters pertaining to the administration of justice.

26. The office of institution parole officer should be abolished and all parole functions within the institution should be under the supervision and control of the Board of Parole. Parole officers in the institution should, like all industrial, educational and other personnel, be subject to the direction of the Warden or Superintendent insofar as working hours and conduct within the institution are concerned.

COUNTY JAILS AND PRISONS

27. There should be a decided effort to improve conditions within county prisons, jails and workhouses and we recommend that the legislature be memorialized to make a study of the situation with a view toward establishing farm colonies or other institutions to receive short-term prisoners.

STATUTORY CHANGES

28. Statutory enactments implementing recommendations herein contained should be drawn and submitted to the legislature. Particular attention should be paid to the Act of 1945, May 15, P.L. 571, and the Act of 1945, May 15, P.L. 570, since those acts were drafted in response to the Ashe Committee report of 1944.

RATIONALE

1. ADMINISTRATIVE STRUCTURE (Recommendations 13 through 21)

Top-level supervision and control of the penal system by the Department of Welfare is now, and has been in recent years, non-existent and illusory. The primary fault lies in at least three weaknesses; lack of power, lack of planning, and lack of dynamic, progressive leadership. To this may also be added that there has not been full employment of the tools at hand, prison administration having been afforded a perfunctory and superficial touch.

When the Ashe Report of July 1944 was presented, the legislature immediately took the statutory steps necessary to put its recommendations into effect, but when the funds supplied for prison construction were diverted to mental hospitals, other important recommendations of the Report were apparently ignored. Three conventions of the legislature in 1947, 1949 and 1951 passed without any additional, significant changes, (other than the Acts of 1951 concerning Morganza, referred to in Recommendation No. 9). We refer specifically to the Ashe suggestion that the "correctional institutions of a State should constitute a completely coordinated and integrated correctional system." Notwithstanding adequate statutory authority for the transfer and retransfer of prisoners between the two penitentiaries and their branches, no attempt was made to bring about reasonable classification of prisoners by institutional changes and transfers. Transfer has been used but not for the purposes outlined above; the main reason for large scale movement of prisoners being the supply of man-

power for farm and canning operations. There has been no intelligent selection made of the inmates involved; group transfers having been made indiscriminately.

Nor could we discover an overall plan embracing the recommendations of the Ashe Report Section IV concerning institutional programs. The recommendation concerning inmate employment has been given little attention while the importance of adequate personnel has been overlooked almost in its entirety. The Bureau of Penal Affairs and the Division of Prison Industries have been reduced to functional atrophy by contentment with established practices. In short, the Department of Welfare is now, and has been for years, in a state of stagnation insofar as prison administration is concerned and has become little more than a depository for papers.

It is recognized that while much of the inherent weakness and personnel of the current structure has been inherited from the past, antiquity does not necessarily argue merit.

We are in disagreement with some of the details of the Ashe Report but we are entirely in harmony with its basic thought, especially its recommendation for a proposed central administration. We have, accordingly, adopted a suggested administrative structure which primarily reflects, with some modifications, the program of that committee. In doing this, we have taken a step further than the mere suggestion of change, believing that our duty required such action rather than criticism only. Attached hereto may be found a diagram of the suggested structure as we envision it.

In recommending transfer of penal affairs to the Department of Justice we are not unmindful of the theory that there should be separation between the functions of the punitive departments of government and its corrective branches. Nor

are we unaware that the term "Welfare" implies concern over the health, happiness and happy association of individuals in a civilized congregation and that, in ordinary good practice, the rehabilitative factors of peno-correctional activity should be administered by a department devoted to social progress. We were swayed, however, in our deliberation by the practical aspects of the situation as it exists in the Commonwealth at present.

The Department of Welfare has within its sphere the functions of the former Board of Public Charities, the former Committee on Lunacy and the former Prison Welfare Commission.

As now constituted the department divides its work among various sub-departments and divisions. Included therein are: (1) The State Welfare Commission, (2) The Bureau of Homes and Hospitals, a bureau which contains four divisions, the division of Hospitals and Nursing Homes, the division of Survey and Construction, the division for the Aged and the division on Incorporation. (3) The Bureau of Penal Affairs. This Bureau is responsible for the supervision, inspection and regulation of eight state correctional institutions, inspection of the Allegheny County Workhouse, the House of Corrections in Philadelphia, sixty-eight county prisons and four hundred and twenty-one City, borough and township lock-ups. (4) Prison Industries Service, a bureau with two main divisions, (a) Supervision and Licensing, and, (b) Rural Child Welfare. (7) Bureau of Mental Health, which regulates transfers, discharges, interstate rendition and deportation of mental patients and the admission and commitment of mentally ill ~~persons~~, mental defectives and epileptics. It has a Division of Community Service devoted to promoting mental

hygiene in communities. (8) Western Psychiatric Institute and Clinic (now managed by the University of Pittsburgh). (9) Boards of Trustees of State Institutions. (10) Council for the Blind.

It has additional supervisory jurisdiction over Laurelton State Village, Pennhurst State School, Polk State School and Selinsgrove State Colony for Epileptics, and twenty-six State Hospitals.

If the recommendations of the Chesterman State Government Survey Committee Report of February, 1953 are adopted, this sprawling department may eventually become even larger in scope. That recommendation recommends consolidation into one department of all state functions relating to Welfare, Public Assistance, Institutional Operations and Rehabilitation.

The Department of Justice, on the other hand, is not so diverse in its operations. The Attorney General heads this department and he is second only to the Governor in power and responsibility. He is charged with the duty of enforcing the laws, representing the Commonwealth in all litigation and initiating, drawing and sending to the legislature certain uniform codes and statutes. He is a member of the Board of Pardons and acts as legal advisor to all agencies, bureaus, departments and officials in the State.

The Attorney General operates largely through deputies who are assigned to various posts within the organizational structure of the Commonwealth, and he may, should he so desire, supersede any District Attorney of any county for a particular purpose. Because his deputies are all trained in the law, supervision and control is relatively simple.

The Chesterman Report recommends consolidation in this department of the State Police and Board of Parole, but even if this were done, the Department of Justice would not be so complex and expanded as to even approximate the current Hydra-headed composition of the Department of Welfare.

Our concern is with the efficient administration of peno-correctional affairs in the Commonwealth and it seems obvious that the combination of functions in the Department of Welfare has contributed to the unfortunate situation outlined at the outset of this sub-section. Furthermore, the removal of penal affairs to the Department of Justice would entail no financial loss. If the Commonwealth sees fit to adopt our suggestions, it will be necessary to organize the Bureau of Correction from the ground up. This can be done as well in the Department of Justice as in the Department of Welfare.

In sub-paragraph 5 of this section we comment upon the need for comity between the Boards of Parole and Pardon in expediting commutation in certain cases. The position of the Attorney General as a member of the Board of Pardons would supply a valuable liaison for this purpose. Although we do not agree with the Chesterman recommendation that the Board of Parole be consolidated in the Department of Justice, it must be pointed out that if such concentration is effected, the views herein expressed are doubly strengthened.

Some confusion may result from the inclusion of the Board of Parole in the diagram submitted herewith showing our conception of the new Bureau of Correction. Parole is an important phase of correction which, in our view, should be partially divorced from the other branches of the rehabilitative processes. There is overlapping of functions, particularly in

parole preparation, and this is one reason we have suggested that institutional parole officers be subject to the jurisdiction of the Board of Parole.

It will be noted that we have indicated the connection between the Board of Parole and the Bureau of Correction as cooperative. In suggesting the retention of the present Board of Parole as a separate institution, we have given expression to our belief that the psychological reaction of prisoners to a combination of parole with other corrective processes would be unfavorable. A principal initial problem of parole is to gain the confidence of the parolee and to separate in his thinking the agency which supervises him on parole from that which controlled his confinement. The parolee must regard his supervisor as his friend and advisor; not a policeman or institutional agent primarily constituted to detect violations of parole so as to re-institutionalize him.

2. PERSONNEL (Recommendations 10 through 12)

On February 26, 1953, James V. Bennett, Director, U. S. Bureau of Prisons, in an address before the Pennsylvania Citizens' Association for Health and Welfare, stated, "No prison program can, of course, rise above the level of those who operate it." This is but a reiteration of many like utterances found in the minutes of similar gatherings. It was more expansively put in the Ashe Report thus: "A good physical plant without a program, however, is little better than a sham and it goes without saying that there cannot be a good program without personnel to plan it, direct it, and carry it out."

We found that the pay of prison personnel in Pennsylvania needs an upward adjustment. At Western, for example, a guard starts at \$238.33 a month, a sergeant receives \$330.00 a month,

and a captain \$383.50 a month. At Rockview, the minimum pay for guards is \$238.00 a month and the maximum is \$294.00. At Muncy, the pay ranges between \$231.16 and \$313.33 a month for matrons, \$203.50 to \$227.00, for "C" officers and \$185.50 to \$203.50 for "B" officers. These figures are cited merely as examples to illustrate the wide range of pay schedules and to point out the apparent lack of organization on a statewide basis. There seems to be no definite pattern to the pay rates and no attempt to arrange them according to duty, special training, etc. Budgetary considerations seem to dominate the picture and, when special programs are initiated, pay adjustments seem to suffer.

There are minor inequities unnecessary to report here but these, when coupled with other considerations, become monumental to an aggrieved employee. There are such things as subsistence, uniforms, retirement and classification which can only be ironed out by an intensified study of the whole picture. This is an administrative problem which should be attacked at once by a properly informed Commissioner of Corrections. There is need for additional help in each institution and this should also be considered.

We are particularly impressed by the need for training additional to in-service training in the institutions. Such important things as the handling of complaints, the proper attitude to take toward inmates, the approach to sex perversion and many other matters require more than experience. Proper correction involves the entire compass of human emotion. Custodial officers are literally sitting upon a powder keg. It seems apparent that in a properly integrated program there should be uniformity and purpose in handling and treating

prisoners. Improvisation and individual concepts may disrupt beyond repair any well-balanced program. We have, therefore, recommended that use be made of the State Police School at Hershey for the training of custodial officers. This does not imply that we consider police training and custodial training to be parallel. On the contrary, we appreciate that they are not the same but we see many advantages to the use of an existing plant where the proper course of study can be put into execution.

3. PHYSICAL ALTERATIONS, IMMEDIATE AND ULTIMATE NEW CONSTRUCTION (Recommendations 1 through 9)

Before formulating specific recommendations and compiling the present report, the Committee had recourse to much literature upon the subject of penal systems including the Ashe Report already alluded to. A bibliography of the material considered is set forth in the appendices hereto.

It early became apparent to us that the one basic need in Pennsylvania was an overall, centralized penal system with each unit thereof inextricably welded to the other. We put the emphasis upon this feature rather than on some other possible attribute because no program can succeed without intelligent direction. We were aware, for example, that Edmund G. Burbank, Executive Secretary of the Pennsylvania Prison Society, in an interesting article entitled "The Missing Keystone in Pennsylvania's Prison Program" published in 1952 emphasized classification as the most important element to be supplied. However, classification is meaningless unless implemented by properly operated plants, superior personnel, and enlightened supervision. We also learned that the Ashe Report, though still accepted as authoritative on theory, is

no longer regarded, even by some of the men who drew it, as unassailable in details.

An inventory disclosed that Pennsylvania has eight State-operated correctional institutions having a total maximum capacity of 8,599 and presently populated at about ninety per cent thereof. Some of these institutions are over-populated and others are considerably below capacity. The two oldest prisons in the State, Western and Eastern Penitentiaries, are crowded and inadequate as ideal maximum security institutions, the purpose assigned to them. Their branches, Rockview and Graterford, are newly built, modern institutions fundamentally designed for medium and minimum security purposes and the construction is such that some use could be made of the institutions for maximum security. The plant at Huntingdon, although old, has many new features which make it an excellent plant for medium and minimum security and in an emergency could adequately be used for maximum security. The Pennsylvania Industrial School at White Hill is modern in design and thoroughly adequate for the use for which it was intended. The State Industrial Home for Women at Muncy is likewise an acceptable plant for its purpose, having most of the essential prerequisites for a good readjustment program. The Pennsylvania Training School at Morganza we found to be reasonably adequate but, as indicated, there are some changes which we believe should be made.

We consider it apparent that with some additions and modifications Pennsylvania has the tools with which to fashion an effective prison system based upon sound classification of prisoners and adequate facilities for vocational and moral readjustment. Viewed in this light, the Ashe recommendations

seem unnecessarily expensive and cumbersome.

We are in agreement with that committee's judgment that only about ten per cent of our male prisoners need maximum security, a figure which would produce somewhere between five hundred and seven hundred prisoners based upon the combined populations of the two penitentiaries and their branches, in the years intervening between that report and this. It, therefore, seems a highly unnecessary expense to construct a new maximum security prison and the concomitant rehabilitation facilities when adequate advantages are already at hand for that purpose.^{1/}

We apprehend that there will be violent disagreement with our recommendation that the two old penitentiaries be retained with alterations and changes. In fairness, it must be stated that economics was not the sole reason for our position. Some of the arguments for our stand will appear in the discussion of classification but others ought to be stated here. Initially it must be noted that age alone does not necessarily imply inutility. A study of the objections to the old prisons indicates that the complaints are not to age but to other factors like overcrowding, lack of recreational facilities, unsanitary conditions, etc., things which could exist in the most modern of plants. In fact, in his speech of February 26, 1953, above-referred to, James V. Bennett stressed overcrowding as one of the main objections to our two old penitentiaries, and in his report to the Executive

^{1/} A maximum custody prison costs from \$12,000 to \$15,000 per cell. A seven hundred capacity institution would therefore cost a minimum of eight million, four hundred thousand dollars. See Congressional Record for Feb. 20, 1953, p. 1357.

Meeting of the Subcommittee on National Penitentiaries, February 12, 1953, he stated with reference to Alcatraz Prison,^{2/} ".....I have recommended that the institution at Alcatraz be replaced; not that it is not serving a very important purpose in our whole penal system but it is located way off on the west coast, on a dreary, rocky island. It is extremely expensive to operate. We have to have water taken in there, and personnel do not like it; we almost have to order men to go there. It is an administrative monstrosity."

We are in agreement that continued use of Eastern and Western as now constituted is unthinkable, but we are equally in agreement that with some remodeling they can fit nicely into the overall picture, without the sacrifice of principle and without violating the dictates of humanity and good prison practices. If their capacity is cut to five hundred, more than half of the custodial aspects of the institution are destroyed. By tearing out old installations there will be more light and room for recreational facilities and better accommodations for sanitation control. At the most, but three hundred and fifty to four hundred inmates will be housed there on a long-term basis, the remainder of the capacity being devoted to the diagnostic depot, and the transitory inmates held for study and screening.^{3/} It will be comparatively easy to provide industrial and recreational programs for the long-term prisoners and the objections as to overcrowding will dissipate. We have seen a remarkable demonstration of sanitation and intelligent adjustment to adverse

2/ Alcatraz is a forbidding relic of Spanish control in California. It is hundreds of years old, but was entered into the U. S. prison system in 1934. Immediately prior to that, it was used by the United States Army.

3/ Eastern has a prisoner intake of 500 to 600 a year. The highest average figure of 50 prisoners a month could easily thus be absorbed. Eastern's intake is lower.

conditions by the present administration in the old Eastern penitentiary. The same type of government could readily adapt each of the two institutions into acceptable custodial and diagnostic centers.

With the population at the two old penitentiaries reduced as recommended, approximately thirteen hundred prisoners will have to be institutionalized elsewhere. If our Recommendation Number Eight is adopted, two farm colonies at Rockview and Graterford will be built to accommodate those who work outside the enclosures at those institutions. At present an average of about two hundred and sixty inmates are so employed in each prison. Farm colonies with a capacity of three hundred and fifty or four hundred at each place would produce seven hundred or eight hundred unused cells inside the enclosures. If necessary, an additional farm colony could easily and inexpensively be added at Huntingdon as well.

In our Recommendation Number Nineteen, we suggest (as did the Ashe Committee) the use of Huntingdon as a custodial institution. This, if followed, will provide a capacity of 1,198 which is more than adequate for housing. At the same time, it would expand the field of classification. The farm colonies, for the first time in our history, would provide a form of absolute minimum restraint. This would be similar to the correctional camps used in the Federal system for about twenty-five per cent of its population of approximately 18,000. We suggest serious consideration of a program involving reformation camps and State park improvement colonies.

We were impressed by the record established by the staff at Huntingdon and believe that we can, with profit, perpetuate and expand that work by building a new defective delinquent

institution. This is an essential element of our proposed plan.

4. PRISON INDUSTRIES (Recommendation 22)

The industrial and vocational aspects of penology have not been afforded sufficient emphasis in Pennsylvania prisons. The range of activity runs from superb installations at Graterford and White Hill to good but low-potential plants at Western and Rockview. Two large buildings designed for industry at Huntingdon have been allowed to remain vacant and although there is a weave shop, tailor shop and tag shop at Western, a large portion of the population has been idle. There is some duplication (as, for example, the weave shop at Western and Graterford) and although there are four salesmen in the division, no extended effort has been made to expand the use of State-use products in spots where such use is permitted.

In Eastern, the only industry operated by the division of Prison Industries is a print shop employing sixty-five inmates. All other work by inmates is either in maintenance or in an independent "in the cell" program initiated by the prison authorities. At Graterford and White Hill, the industrial and vocational programs are appropriately designed for the inmate's readjustment and morale, whereas at Rockview the emphasis is on production; a viewpoint which sometimes overrides and overlooks the need for education and religious pursuits.

A prison is a focal point of heartbreak, a citadel of frustration. History has supported the observation of Isaac Watts that: "Satan finds some mischief still For Idle hands to do," and idleness has proven to be the root of much of the unrest within our modern prisons. The loss of liberty

is a heavy burden to bear, but lost freedom coupled with enforced idleness is producing nothing but trouble for prison administrators and society as well. It likewise is defeating the entire rehabilitative purposes of the program. For these reasons we paid particular attention to the work programs within our institutions, and, on our own initiative, procured an expert survey of the situation in the Commonwealth. This survey, which carried with it no financial or other obligation to the State, is attached hereto. Because of its expert nature and extreme importance, we commend it to your careful consideration.

5. PAROLE (Recommendations 23 through 26)

Much dissatisfaction exists among prisoners, judges and prison administrators concerning the operations of The Board of Parole. While the Board is efficiently, humanely and intelligently operated by well qualified and trained membership, there are defects in the system over which it has no control. We refer particularly to the lamentable lack of uniformity in sentencing throughout the State. The Board, in its considered judgment, does not always agree with the sentencing court that an inmate is entitled to parole at the expiration of the minimum sentence. This has resulted in the practice of "holding-over" a prisoner past his minimum term.

Without going into detail, we are convinced that the Board is not exceeding its authority or transgressing the dictates of common sense or decency in following this pattern. It should suffice to say that if the minimum term were to automatically determine the length of a prisoner's stay in prison, there would be little need for a Board of Parole. Furthermore, it is recognized that good prison conduct records

are not reliable indicia upon which to base the termination of parole. The most hardened and experienced prisoners are usually those with the best prison records. Their past has conditioned them to prison life and to the knowledge that a good record expedites release.

Good parole practice requires that the parole authority evaluate all factors in the prisoner's life, including a previous criminal history, and although this has been cited as a means of inflicting double punishment for the same past conduct, such is not the case. The sentencing court can only predict the minimum period in which a prisoner should become eligible for release on parole, whereas the Board has before it all the facts which have developed during the period the minimum has been elapsing. This enables the Board to determine the prisoner's readjustment progress as of the moment when the minimum expires. It does not, as in the case of a sentencing judge, have to project its conclusions into the future.

There can be no great fault attributed to the judges in bringing about inequality of sentences. Each judge reflects his own background and concept of the social impact of crime in the sentence which he imposes. Since all are not cast in the same mold, equality is impossible. We are, therefore, of the opinion that the present system of maximum and minimum sentences should be re-examined to determine whether the margin of error cannot be reduced.

The problem suggests a possible answer. If maximums only were to be imposed by the sentencing court, decided advantages could result. Uniformity would be the more easily achieved through the medium of conferences such as suggested

by our Recommendation Number 25 and there would be no problem arising from the unusual practice sometimes indulged of a very low minimum sentence along with a very high maximum.

But the answer would not be complete if the law did not go further than the imposition of maximums only. There must be a minimum period below which parole cannot be granted (except in those unusual circumstances which call for commutation) and yet such minimum should not be set forth so that parole at that time appears to be mandatory. This has been the source of much of our present difficulty. The prisoners deem parole at the expiration of their minimum to be a matter of right. If the statute were so worded that certain proportionate minimum periods of time would automatically follow certain maximums, but at the same time be clearly set forth as restrictions upon the right to apply for parole rather than as minimum sentences, this difficulty would, in part, be obviated. A hold-over in such a situation would not be an extension of a minimum sentence.

We have recommended the enlargement of the Board of Parole because it seems obvious that three members are not enough to adequately discharge the heavy duties imposed upon them. It is wisdom to afford prospective parolees increased direct contact with the full membership. We have considered prisoner reactions in this regard only because such things as bitterness and feelings of injustice not only act as trigger causes to prison riots but may delay or prevent readjustment. We heard repeated complaints that there was not sufficient contact with Board members; that applicants were not interviewed at length; that only two members did the visiting and thus dominated Board action, etc. These complaints were only valid in part,

but if there were more Board members to attend to prisoner visits there would not only be a mitigation of prisoner dissatisfactions, but the Board would have the advantage of additional, enlightened views to assist it.

At present, parole matters within the institution are handled by parole officers not connected with the Board of Parole. The conditioning of applicants and preparation for parole immediately prior thereto are matters which properly belong to the Board in a cooperative relationship with the institution. Furthermore, such an officer, as the agent of the Board, could form a desirable liaison between it and the prospective parolee.

A necessary adjunct to our present structure is greater facility in securing commutation. Not only is the machinery cumbersome but there is need for an alert agency charged with the function of ferretting out cases needing adjustment. An institutional parole agent with responsibility to superiors at Harrisburg would open the door to a greater use for commutation as a leveling tool, provided of course that there be comity between the Boards of Parole and Pardon.

We have serious doubts concerning the wisdom of the present Board requirements that parole will not be granted unless the applicant be supplied with a sponsor. In practice, sponsors frequently are individuals who have no real experience in helping maladjusted persons, and in those cases where they have such experience, their theories often clash with those of the field agent who, in reality, is charged with the rehabilitation program. It is also true that in many cases sponsorship is superficial only and, for practical purposes, a useless routine. Such a program is more likely to breed

contempt in the mind of the parolee than respect, but the real difficulty is that it sometimes provides a useless and unnecessary impediment to early parole.

6. COUNTY PRISONS (Recommendation Number 27)

A large portion of the prison population of Pennsylvania is housed in county prisons and workhouses. For the most part, the inmates are short-term prisoners and are usually individuals whose transgressions are either accidental or of such a minor nature that incarceration in a state institution is not indicated. In many instances their confinement in the county prisons constitutes their initial experience with the corrective processes of the law. It is here that much preventive work could be accomplished but the unfortunate truth is that practically no State-wide program has been initiated along these lines. There has been some attempt to improve housing conditions by recommendations contained in inspection reports of the Bureau of Correction, but there is no effective means of enforcing the recommendations thus made.

Comfort and housing are but ingredients of a good readjustment program and treatment at the county level should be inaugurated along with any classification system. We have, therefore, recommended additional study along these lines since the subject is vast enough and important enough to warrant special attention.

7. CLASSIFICATION (Recommendation Number 17)

It is our thought that classification is an absolutely essential element of good penology. The Ashe Report, in Section V, has outlined the theory and operation of classification as a tool of correction. We could not improve upon

the discussion therein contained and our only differences lie in the suggested mechanics.

Instead of a central diagnostic center we have formulated a plan for two such installations to be combined under a single Deputy Commissioner for Treatment. In our talks with the present Attorney General who served so ably on the Ashe Committee we discovered that that body also discussed the possibility of two depots. The idea, therefore, is not new.

Our reasons for suggesting two centers are manifold. We can see great utility in the present penitentiaries if used as outlined in Sub-paragraph 3 hereof, and we believe that there would be loss of efficiency in mass classification. We see manifest advantages in breaking down prison population to the lowest possible numerical groups, thus increasing the opportunity for personal observation, individual contacts, and the prescription of desired treatment. We not only wish to avoid the economic losses entailed by constructing a central depot, but it would be an unnecessary interference with the operation of the institution at White Hill to divide it, as was previously suggested, into two units.

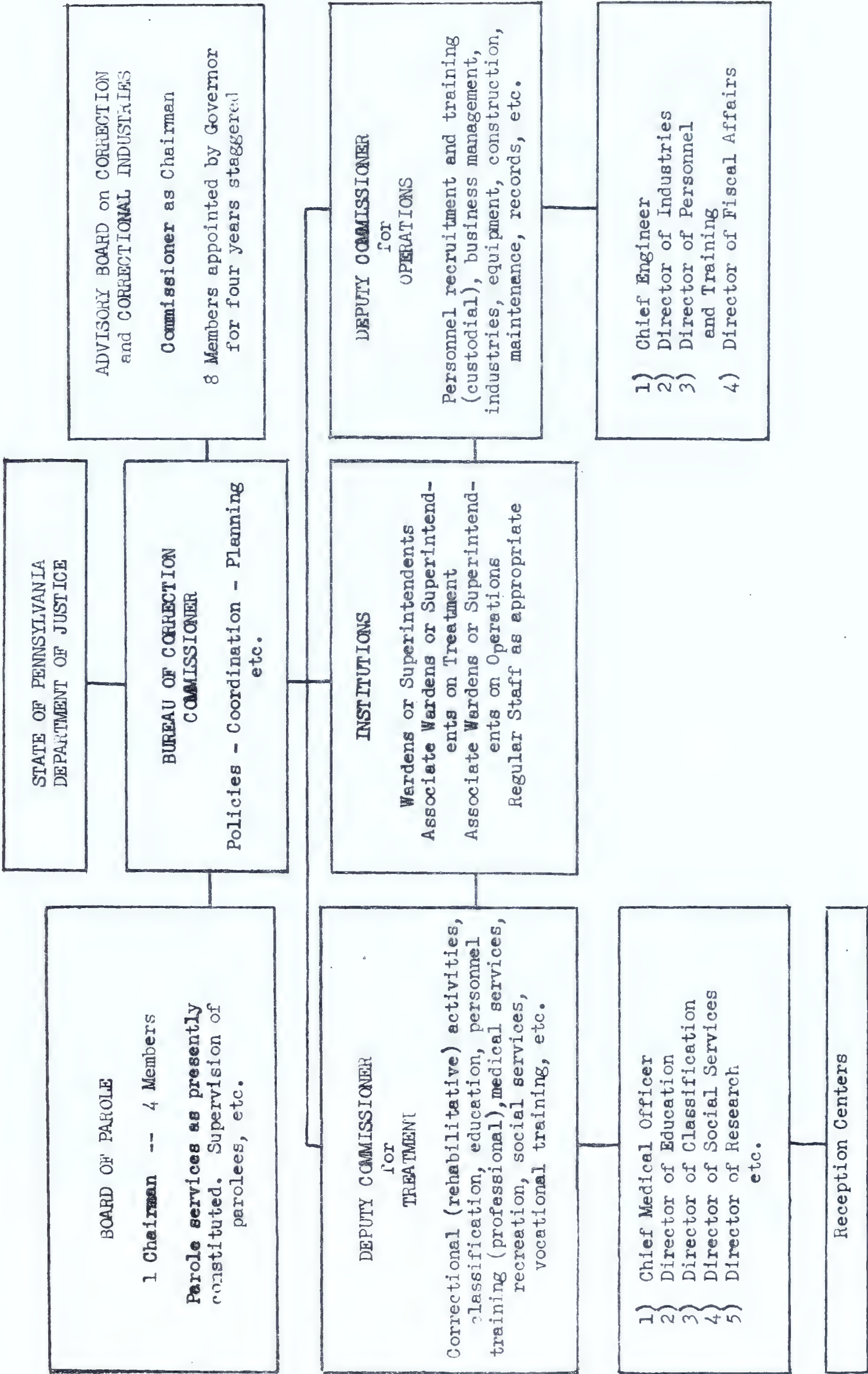
The prime consideration which crystallized our thinking was that of adequate staffing. Pittsburgh and Philadelphia are two large university centers; urban areas populated with many highly trained and skilled technicians. In Pittsburgh, the Western Psychiatric Institute and Clinic has already been established and a similar one is in contemplation for Philadelphia. Both metropolitan areas constitute vast pools of prospective technicians from which could be drawn permanent and part-time personnel.

On the other hand, a centrally located depot would be

faced with a staffing problem from the very outset. Salaries would necessarily have to be high and difficulties would be encountered in procuring trained individuals willing to move into the Harrisburg area for permanent assignment. Part-time personnel would not be attainable to a satisfactory degree and research and laboratory facilities would be limited.

It will be observed that there is no specific designation of the part to be played by each institution in the classification program. We have noted the uses to which the present plants could be put, but we leave to the Commissioner of Correction and his Deputies the ultimate decisions in that regard. Classification and segregation are not the same, nor does the typing of institutions from a physical standpoint meet all the needs of good planning. Segregation and the type of custody are only considerations in the field of classification but programming is of vital importance. It is impossible to formulate positive plans for institutional classification until the industrial, vocational, academic and other details are worked out. We have accordingly limited our definite suggestions to the custodial aspects of the maximum security population, leaving the other details to follow the industrial changes and the establishment of the suggested new institutions.

The statutory procedure relating to commitments to Huntingdon, White Hill, Muncy and Morganza is, in itself, a type of classification. This need not be disturbed, but the Commissioner of Correction should have the transfer power among all state correctional institutions without reservation, and in accord with classification policies.



III

PROCEDURE

Since the entire committee was not conversant with either the physical characteristics of our correctional institutions or the theories, practices and legal ramifications of our penal system, it was agreed at the organization meeting of February 2, 1953, that the following investigative procedure was to be followed:

(1) To inspect, at the earliest possible convenience of the members, all institutions within the purview of our inquiry.

(2) To interview, as soon as possible, as many prisoners, civilian employees, security officers and public officials acquainted with the facts upon the occasion of the initial visit to each institution.

(3) To interview, consult with public officials, State employees, and such other persons as might have knowledge of the facts in the intervening periods between institutional visits.

(4) To inspect all records, documents, statutes and written communications pertinent to the inquiry; such inspections to be made coincidental with institutional visits and also during the intervening periods between inspection.

(5) Upon completion of the initial visits to all institutions and the inspection of all necessary documents, written data and statutes, to formulate plans for subsequent visits to said institutions with specific purposes in mind for each visit.

(6) To make institutional visits in accordance with the provisions of plan (5).

(7) To consider all relevant data gathered by procedural

plans (1) through (6) and to consider all other matters arising during the course of the investigation not covered by specific headings of the original plans.

(8) To make such further investigation as might be indicated by the consideration outlined in plan (7).

(9) To discuss and formulate recommendations.

(10) To make a final report.

The procedural plan thus adopted was put into execution immediately. We have omitted the details of each visit, person interviewed and documents considered since those matters would make for volume only and would not be of assistance to Your Excellency in understanding our report. We have, however, included in the appendix hereto a list of the letters, reports, documents and other written material which we received and considered.

IV

THE CURRENT PENAL SYSTEM

1. PRISON ADMINISTRATION

In theory, prison affairs are administered by the Department of Welfare which has within its structure two main divisions related to prison work. The Bureau of Penal Affairs is responsible for the supervision, inspection and regulation of all penal and correctional institutions throughout the Commonwealth. Prison Industries is charged with the duty of furnishing trade-training rehabilitative work for the inmates of State penal and correctional institutions.

The actual administration of penal institutions including the appointment of wardens, superintendents and all custodial and civilian personnel (except Prison Industries) is by individual Boards of Trustees. The Administrative Code provides that each institution shall have a Board of Trustees which is given the power to control and manage the institution. There are nine members of each Board with the Secretary of Welfare acting ex-officio.

2. PRISON DISTRICTS

The Legislature, by the Act of 1826, April 10, P.L. 280, 61 PS 341, divided the Commonwealth into two prison districts. The western district originally comprising the counties of Fayette, Greene, Washington, Allegheny, Westmoreland, Somerset, Bedford, Huntingdon, Centre, Mifflin, Clearfield, McKean, Potter, Jefferson, Cambria, Indiana, Armstrong, Butler, Beaver, Mercer, Crawford, Venango, Erie, Warren, was enlarged subsequently to include Lawrence, Cameron, Clinton, Juniata and Fulton. All other counties were attached to the eastern district.

The purpose of the division was, as set forth in the act, "For the more convenient punishment of those criminals hereinafter mentioned." The Ashe Report of July 1944 ascribed the lack of adequate transportation facilities as the reason for the legislative action and condemns its continuance as "archaic and unnecessary."

(a) The Western District

Prisoners whose sentences call for confinement in a penitentiary are, in the western district, originally confined in the Western State Penitentiary situated in the county of Allegheny. This institution was constructed in 1882 and is now operated as a maximum security institution. It has a capacity of 1,140 and has been at near capacity or over for many years.

A branch of the Western State Penitentiary is located at Rockview, in Centre County. This institution is populated by inmates transferred from both Western and Eastern State Penitentiaries, although its management is controlled by the Board of Trustees of Western State Penitentiary. In theory it is a minimum security farm but in practice it partakes of the nature of a maximum, minimum and medium security institution. Prisoners are not received directly from the courts into this institution but are received there on transfer from other penal institutions. It has a maximum capacity of 1,012 prisoners.

(b) The Eastern District

Prisoners whose sentences call for confinement in a penitentiary are, in the Eastern District, originally confined in the Eastern State Penitentiary, in Philadelphia. This institution was constructed in 1829 with additions and alter-

ations occurring at intervals. It is operated as a maximum security prison and has an inmate capacity of 923. It is presently operated at about twenty-five per cent above capacity, many of the cells housing two prisoners.

A branch of the Eastern Penitentiary is located at Graterford on the outskirts of Philadelphia. Technically, this institution is known as the New Eastern Penitentiary at Graterford and, like its sister institution at Rockview, partakes of the nature of a minimum, maximum and medium security institution. Inmates are received on transfer from Eastern in Philadelphia.

(c) Unattached Institutions

Female prisoners of both districts are confined in the State Industrial Home for Women at Muncy. This is a cottage-type institution having a capacity of 325 inmates.

Defective male delinquents of both districts that are over the age of fifteen and are not insane may be committed to the Pennsylvania Institution for Defective Delinquents situated at Huntingdon. This institution has been converted from the former Pennsylvania Industrial School at Huntingdon and has a capacity of 1,198.

Pennsylvania Industrial School at White Hill, Cumberland County, is an institution designed to receive any male criminal between the ages of fifteen and twenty-one years, and not known to have been previously sentenced to a state prison in this or any other state or country.

Pennsylvania Training School at Morgantown is an institution designed to receive children of both sexes under the age of eighteen years. It has a capacity of 597.

3. SENTENCE AND PUNISHMENT

In Pennsylvania there are in theory three main types of corrective confinement: (a) separate and solitary confinement at labor; (b) simple imprisonment; and (c) industrial and other training under restraint.

(a) Separate and solitary confinement at labor, and its various synonyms, "separate and solitary confinement", "solitary confinement", "solitary confinement at labor", and "confinement at labor" imply confinement in a penitentiary. None of these terms means what it says since the theory behind the original terminology has long since been discarded. The terms remain, however, merely for the purpose of indicating the type of institution in which the legislature deems the offender should be imprisoned.

With negligible exceptions, all penitentiary sentences are indefinite sentences having a minimum and maximum term fixed by the sentencing judge. The maximum may never exceed the utmost limit fixed by law for the type of offense involved. The minimum may never exceed one-half of the maximum but it may be less than one-half the maximum.

Institutions receiving separate and solitary confinement at labor commitments are Eastern and Western Penitentiaries with their branches, and such county prisons as partake of the nature of penitentiaries.

(b) Simple imprisonment sentences are served in county prisons and workhouses. These sentences are usually "flat" sentences having a maximum only and no designated minimum. The legislature, in defining crimes, usually provides that minor offenses are punishable by imprisonment for a certain period, a term which has been construed to mean simple imprison-

ment. Since 1951, a simple imprisonment sentences may have a maximum and minimum.

(c) Industrial and other training underrestraint is a type of confinement reserved for youthful offenders, defective delinquents and adult women. The sentences to institutions receiving such prisoners are indeterminate, that is, the period of confinement depends upon the progress of the prisoner along the road to rehabilitation. The prisoner may not be held beyond the maximum fixed by law for the crime committed.

Muncy, White Hill, Huntingdon and Morganza are state-owned institutions receiving this type of commitment.

4. PARDON, COMMUTATION AND PAROLE

Prisoners may be set at large under the following circumstances:

(a) Pardon: Pardons are granted by the Governor upon the recommendations of the Board of Pardons (Act 1929, Apr. 9, P.L. 177, art. IX, 909, 71 PS 299; Constitution, Art. 4, Sec. 9). The Governor has no power to grant a pardon or a commutation of sentence without such recommendation made in writing, after full hearing by the Board, upon notice and in public session.

(b) Commutation of Sentence: The term "commutation" as here used means a change in punishment from a greater to a less. The power to commute a sentence rests with the Governor upon the address of the Board of Pardons as outlined in sub-paragraph (a) supra. Sentences may be commuted both as to maximum and minimum. Where a minimum sentence is commuted, the prisoner becomes immediately eligible for parole (See Act 1941, Aug. 6, P.L. 861, 21, as amended, 61 PS 331.1). The commutation of a maximum enables the early discharge from

parole of a prisoner whose adjustments on parole has been satisfactory.

(c) Parole: Parole is administered on a state-wide basis by the Pennsylvania Board of Parole, an administration created by Act of 1941, Aug. 6, P.L. 861, 61 PS 331.1 et sec. In cases where the sentence is for less than a maximum period of two years, the parole power remains with the sentencing court.

The Board of Parole consists of three members who formulate the rules and dictate the policies of the administration. The Board supervises and directs the activities of field agents who, in turn, work directly with paroled prisoners. Parole cases under the jurisdiction of the sentencing court are handled by local probation officers unless the case is specially transferred to the Board of Parole and accepted by it

There are no institution officers connected with the Board of Parole charged with the duty of preparing inmates for parole. Each institution has its own officer for such purpose.

Open hearings on parole application are not ordinarily held; the problem of parole being solved by recourse to records and interviews by Board members and others.

Current practice requires that each parole applicant have a job, sponsor and a home before becoming eligible. This is a Board rule and not a statutory requirement.

SURVEY OF INSTITUTIONS

Foreword

Because Western Penitentiary and Rockview were the scenes of disturbances of serious proportions, our findings with respect thereto will be detailed and specific. It is not deemed necessary to afford the other institutions the same, minute treatment here but this is not to be construed to mean that our investigation of them was cursory or superficial. We examined each institution and its management with care. In those institutions where trouble had been encountered we sought to determine the relationship, if any, between conditions as we found them and the unrest.

On November 30, 1952, Western Penitentiary was the scene of an escape by eight prisoners. The ensuing investigation by the Department of Welfare resulted in a report that there was no security program at that institution; that the penitentiary had many of the aspects of a "modified country club" and that there were indications of "serious malpractices" within the prison. Since the report was not given to Your Excellency until January 28, 1953, a date almost coincident with our appointment, we consider it important to determine whether the situation is, as reported; whether there has been any change in conditions between the date of the escape and that of the riot and whether the same conditions have existed subsequent thereto. This is an additional reason for the detailed material which follows.

1. WESTERN PENITENTIARY

(a) Food. As is usually the case where there is unrest in a prison, one of the primary inmate complaints related to food. There is probably no more unreliable source

of information than that of prisoners, and the testimony of prison personnel is apt to be colored because of loyalty to management, fear of reprisals, etc. We were therefore in a quandary as to a means of discovering the truth. Inspection of canned goods on hand and meat supplies within institution coolers showed the presence of good, wholesome food, but the garbage cans and disposal units were filled to capacity by large quantities of left-overs. A visit to the dining-room immediately following a meal revealed that many of the trays were heaped to overflowing with untouched food. This gave a strong indication that the food was not properly or appetizingly prepared.

We were fortunate in being able to obtain accurate and unbiased reports concerning the food from the period January 21, 1953, to February 6, 1953. A number of Pennsylvania State Policemen were on duty within the prison to preserve order, and one squadron of these (Troop "E" First Squadron) was requested to submit written reports concerning the food served to them during the sampling period above mentioned. Twenty such reports were filed and of these only four indicated that the meals were satisfactory. The other reports showed a wide range of downward opinion. Four of the officers appraised the meals as extremely poor; three officers reported resulting constipation and two stated that illness followed their consumption of prison fare. A conspectus of appraisal by the others indicated the quantity of food to be adequate but the preparation bad. One officer replied that for the days after we visited the prison the quality of food improved. The meal served to us was not appetizing and we were particularly impressed by the dirty conditions of the kitchen, kitchen

storage lockers, ice box and sink rooms.

Upon the occasion of our first visit we were told that the unsettled state of the prison was the cause of conditions as we found them. At that time the dining-room was being used to house inmates who had not been involved in the disturbances. There was an over-abundance of labor available, but the inmates were permitted to sit around in idleness while scrubbing, polishing and cleaning in general was overlooked. The situation did not change materially upon the occasion of our second appearance at the prison.

The sink room which we have referred to in our second recommendation was particularly unsavory. It was damp, smelly and greasy in appearance. The appliances were ancient and filled with dirty water. Any inmate seeing such a situation would be apt to lose his appetite and be reluctant to eat with utensils washed in such an atmosphere.

The Secretary of Welfare, in his report of January 28, 1953, stated, ".....there is an indication of possible misappropriation of a certain part of the meat stores by institutional personnel." We found no such evidence in our own investigation although the former practice of moving meat into the prison and afterward to a storage plant in Pittsburgh from which it was once again returned to the prison could readily lend itself to the misappropriation referred to.

(b) Punishment. In a maximum security prison housing dangerous criminals and malcontents there must be some form of punishment additional to mere incarceration. Criminals accustomed to breaking laws while at large do not automatically cease breaking them while in prison. Furthermore, rules and regulations which do not have the stature of laws are apt to

be contemptuously ignored in even the best of regulated institutions.

We are not over-critical of the method of trying prisoners at Western although we consider it poor prison practice. A system of "write-ups" is employed to bring inmates before the disciplinary officer. By this system, infractions are reported by overseers to the Deputy Warden. The prisoner is then tried by him alone and sentence is imposed.

Under this system there is room for complaint that the prisoner's side of the story is not heard; that the complaining officer is always right, and that punishment is either unjust or unnecessarily harsh. While we heard such accusations from the inmates, there is no positive substantiation of them although it is possible that such conditions did obtain. At Huntingdon, where a trial board sits in at the trial of inmates, we heard no such charges and that method appears to be more desirable. One large problem of rehabilitation is the destruction of enmity between prisoners and society; the erasure of the conviction that society is unduly harsh and unjust. The matter of punishment within a prison has a direct bearing upon the success of the prison program and every effort should be made to maintain it on a high plane.

Punishment at Western seems to be graded as follows:

(1) For minor infractions, confinement in "basket cells" - cells within one main block surrounded by an extra wall of wire mesh. This results in a modified form of isolation.

(2) For relatively major infractions there is confinement in the "home block" - a block of cells in a building separate from the main blocks having its own exercise yard.

Exercise is permitted for a period of forty-five minutes a

day. The cells are well lighted and in every respect as good as in the main blocks. Confinement here means, of course, loss of usual privileges.

In the basement of this unit there are four small cells. Two of them have toilet facilities and two do not. None of these have cots or other furniture and the procedure as explained to us is to strip the prisoner before placing him in one of these four cells. This is to prevent him from doing himself harm. The two cells which have no toilet facilities are to house prisoners who smash such articles. The lighting is poor except when the lights are on in the corridors outside the cells. The basement cells are used for inmates who are guilty of additional infractions while confined in the home block.

(3) Major punishment is inflicted in the so-called "hole", a block of narrow cells beneath the main building. They have no furnishings of any kind and no toilet facilities. The cell doors are two in number, the inside one being the familiar iron door and the outside one being of wood. The iron door has only minor gratings and the wooden one, when closed, all but shuts out every vestige of light or air. The heat in this block is virtually intolerable at times, and notwithstanding the floor had recently been washed when we paid our visit, the stench of urine from the floor was still noticeable. We were informed that little use has been made of this block but that it is still employed occasionally.

In Recommendation Number 5 we have suggested the elimination of "the hole" and the cells beneath the home block. These medieval dungeons can only produce harm, and notwithstanding the stated policy of employing them upon infrequent occasions,

their very existence stands as an indictment against the prison administration. By eliminating them entirely there will also be the elimination of temptation to use them. If punishment additional to the home block and basket cells is indicated, a more humane installation can be devised.

(c) Sex Perversion.

There is probably no penal institution in the world devoid of a sex problem. Mass segregation of the sexes for prolonged periods, especially where the isolated sex is composed of ill-adjusted individuals, invariably produces perverted tendencies. Western is no exception to the rule insofar as the problem is concerned, but it seems to be an exception in the matter of program. The emphasis at this institution is apprehension and punishment rather than prevention. We again contrast this approach with that at Huntingdon where there is every effort made to educate prison personnel concerning its duties in detecting and preventing perverted practices and to eliminate opportunity among the inmates. Work assignments are carefully made with this in view. There is also, in that institution, a positive program designed to educate inmates against perversion.

The following administrative factors at Western have aggravated the problem:

(1) Late Lock-up

The general prison population is locked up for the night at five o'clock. There are a large number of exceptions to this rule including the maintenance crews and men who are permitted to go to the gymnasium for recreation. This latter group consists of men who have been employed in various capacities during the day. In all, there are in excess of an average of

two hundred men who are relatively free inside the wall until nine o'clock. The hodge-podge internal construction of Western with its many nooks and crannies makes the late lock-up a definite invitation to perversion among those who have that inclination.

The late lock-up also creates a security hazard and a source of dissatisfaction among those forced to retire to their cells at an earlier hour. Accusations of favoritism were quite prevalent among the prisoners regarding this practice.

(2) Work Assignment

Work assignment is apparently made upon the whim and caprice of an assistant deputy warden. Since no care is taken in screening the inmates before assignment, youthful offenders are sometimes thrown into contact with hardened violators and known perverts. Opportunity is thus present for contamination and, upon occasion, even force. The warden rarely, if ever, reviews assignments. We found no evidence, however, that inmates were used in a supervisory capacity and thus there was no opportunity for pressure by a pervert upon another inmate by threatening reprisals or offering rewards in the way of work assignments.

(3) Laxity

We discovered a general atmosphere of laxity at Western which we were not to discover in the same degree elsewhere. There was a noticeable absence of rules and regulations for either guards or inmates, and even prisoners complained that they were afforded no protection against perverted advances due to the opportunities presented by inattention, freedom of movement in and about the buildings, and inadequate supervisory

personnel.

(d) Prison Management.

1. Rules and Regulations. The prison is operated without any printed rules for the guidance of personnel or inmates. It is possible for an inmate to follow a routine today which will be against the rules tomorrow, depending upon the identity of the officers on duty. Improvisation of rules occurs according to the whim or conviction of the officer and it is possible for punishment to be inflicted for conduct which would not be proscribed under a different custodian.

2. Movement of Prisoners. There are no set standards involved in moving prisoners from place to place within the enclosure and there are occasions when groups of inmates are permitted to move by themselves even after dark.

3. Security. There is a marked absence of security precautions. From the date of the escape on November 30, 1952, to the date of the disturbance on January 18, 1953, there was only one general shakedown of cells, notwithstanding it had been discovered after the escape that an eight-inch power drill had been smuggled out of the Weave Shop and into the cell block on that occasion. As a result, about seven or eight bushels of knives and tools were in possession of the prisoners at the time of the riot.

While records are kept in the storehouse showing the requisition of tableware and the amount of such articles released to the dining room and kitchen, there is no check in the dining room to make sure that contraband is not smuggled out. Illustrative of the indifference of the management to this phase of security is the circumstance that on Tuesday and Wednesday after the rioting started the prisoners were fed

in the dining room, but no attempt was made to prevent them from acquiring table implements at that time. The prison was not yet under control and the inmates were in an ugly mood. It is more than likely that many of the table knives found after the riot were acquired during those feedings in a mephitic climate of hate and turbulence.

We have already commented on the security hazard created by the comparative freedom of a large group of inmates in the enclosure after dark. To this may be added the additional observation that the record of the inmates enjoying late lock-up privileges was not kept in the central office. The only written evidence of the composition of this group was kept by the officer in charge of the cell block and this was destroyed by the prisoners when they took command of the institution. Had there been an escape during the riot of January 18, 1952, it would have been virtually impossible to determine the identity of the escaped prisoners for a matter of hours and possibly days.

The escape of November 30th was accomplished through the ceiling by use of planks and a ladder negligently permitted to be in the cell block loft. Notwithstanding this fact, the roof was not subsequently sealed off in any way and during the riot the prisoners used the same ceiling as a communication channel between the cell blocks.

Hobby work requiring the use of small tools is permitted in cells. The walk leading to the hospital is decorated with loose bricks. Thus readily adaptable weapons and tools are everywhere within easy grasp, of an assaultive or escape-minded prisoner. There is no tool check or material check in any part of the institution.

(e) Grounds and Buildings

Western is an old institution. Its present composition was settled upon in 1882 and, with some additions and alterations, it may be said to be a product of that era. It is located in an industrial section of an urban community, and has only a small area facing the river which can be used for beautification and landscaping. In the past it has suffered from periodic floods which have done much to damage and destroy installations. An extensive flood control project by the United States Government has however, in recent years, minimized this danger, if it has not, in fact, completely eliminated it.

The external appearance of an institution is ordinarily important only to the prideful citizen who delights in the esthetic qualities of his State's installations. Internal architecture and environment, on the other hand, are most important to the purposes of a correctional institution the inmates of which must live within its compass for long periods of time. It is upon this physical feature of Western that we are most critical.

At Eastern Penitentiary, a more venerable and less pretentious plant, we saw every evidence of industry. Walls were painted and floors were scrubbed. There were no plague spots or evidences of disrepair. The situation at Western was different. Here we missed the paint, scrubbing and meticulous attention to detail so prevalent in institutions where there is no labor problem and where activity is regarded as a therapeutic necessity. Walls needed paint and windows required washing. The old library, now a record storage room, was cluttered with old files and dust was settled upon everything.

The stairs leading to this room had apparently not seen a broom or dust cloth in years.

While the yard was cluttered with debris which resulted from the uprising, there were spots within the enclosure which had not been affected thereby. These spots showed a deplorable condition which could only have been the result of inattention and neglect. There were accumulations of paint and varnish cans which not only were unsightly but constituted a definite security and fire hazard as well. The spot devoted to inmate gardens can only be described as a replica of an average city dump. Here were boxes and crates, stakes and pieces of debris used to mark off garden boundaries so indiscriminately disposed as to make for the unsightly appearance above described.

We have already set forth in Sub-paragraph 1, supra, the untidy condition of the dining and sink rooms. The officers' dining room and its fixtures were little better.

(f) Instruction and Recreation

There is but one civilian employe charged with the duty of conducting the school and recreational program at Western. He uses prison talent for teachers and conducts classes in an adjunct to the home block. We find that this part of the prison administration is handled very well. There are plenty of athletic activities and a full development of the facilities available.

Religious instruction is capably handled by the chaplains and the chapel is well kept.

2. ROCKVIEW

The same Board of Trustees and the same Warden manage the affairs at Western and Rockview, and it will be necessary, at the outset, to make some comment with respect to this cir-

cumstance.

Prison management is not a part-time job. Unlike many commercial and industrial establishments, correctional institutions cannot operate by themselves even with established, smoothly functioning personnel and routines. The balance in the machinery of correction is so delicate that constant readjustment of human and administrative factors is indicated. This can only be done by full time attention on the part of the institution head.

One prime criticism of the current system of Boards of Trustees is the inescapable fact that Board members have outside interests and, in consequence, cannot acquire the necessary knowledge of routine and detail to maintain intelligent control. This is aggravated where one of two plants under their direction is located many miles from the homes and offices of the members. It is a further aggravation to have but one Warden to execute the policies of the Board in the two institutions. This was manifest even in the superb operations at Eastern and Graterford where the facilities are not so widely separated.

The very outset of our appearance at Rockview was marked by the unanimous expression among personnel that the institution was virtually headless. We were informed that the Warden's visits were infrequent and that no one with administrative capacity was left in charge. The nominal head at Rockview in the Warden's absence was considered to be a fine, lovable individual but not trained in prison matters. In consequence, he was by-passed by his inferiors, and all major decisions were made by others, usually through the medium of the telephone to the Warden at Pittsburgh. The chief custodial officer was frank to admit that he was not an administrative offi-

cer and deplored his inability to secure reasonably expeditious decisions regarding important institutional problems.

The matters herein discussed were purposely omitted from the Rationale contained in Section II because it was felt that the reason behind our Recommendation Number 20 would be the more readily understood if specific circumstances were cited in support thereof. Since the vice of remote and dual control is made apparent by consideration of existing conditions at Rockview, it was decided to rationalize our recommendation with respect thereto at this point.

(a) Food

There were the usual prisoner complaints about food. We saw no unusual conditions which might support such views and the menus appeared to be well balanced. A check with the prisoners and personnel revealed adherence to the menus as published. Upon the occasion of our visit on Friday, February 13, 1953, we observed that the meals of that day corresponded to the menu for that week. There was some monotony and repetition in menus which could be avoided.

The kitchen and store rooms were clean and the bake shop was immaculate.

Twenty State Policemen, on duty at this institution subsequent to the riot, stated without exception that the food was good.

(b) Punishment

Prisoners are tried and punishment meted out by a Deputy Warden. We have given our comments on this practice in Subparagraph 1 (b) hereof.

Punishment is inflicted in a type of "basket cell" im-

provided by the administration. Ordinary cells are employed for the purpose but iron plates with small holes drilled in them are fixed to the doors in order to provide semi-isolation.

Apprehension in an act of perversion is punished by shipping the offender back to the parent institution at Pittsburgh or Philadelphia.

(c) Sex Perversion

Sex perversion obtains here as elsewhere in the prison world. Again it must be said that the emphasis is on apprehension and punishment rather than upon prevention, deterrence and education.

Opportunity for perverted practices is obviously present where farm work is done outside the enclosure under minimum surveillance. We discovered evidence that some guards are indifferent to lewd conversations among prisoners and themselves engage in such conversation with the inmates. There is no attempt to prevent perversion by care in work assignment or close supervision of known deviates. Inadequate staffing and general laxity among guards promote a higher incidence of perversion.

Rockview does not have an overcrowding problem and only a handful of inmates are on duty at the dairy, pig farm, etc. These are required to report by telephone every hour. There is no late lock-up such as obtains at Western but in summer months the general population is allowed to remain outside within the enclosure until dark. There is less hazard present in this practice insofar as sex is concerned.

(d) Prison Management

1. Rules and Regulations

We were again surprised to learn that there were no printed

rules or regulations governing the conduct of guards and prisoners. The Deputy Warden has issued a small list of "don'ts" which is supplied to the guards, but this is a far cry from the detailed items which are necessary to maintain discipline and order within an institution. Here again there is the problem of what constitutes an infraction justifying punishment, and again there is the possibility of punishment for the infraction of a rule improvised on the spot by a guard.

2. Movement of Prisoners

The most significant feature involving the movement of prisoners was that concerning the entrance and departure of those inmates who work outside the enclosure. The prison has eight thousand acres of land about three thousand of which is under cultivation. There are many opportunities available to the farm workers to secure weapons and other contraband such as drugs and liquor (with outside aid, of course) and to smuggle them into the cell blocks. There is no search made of those who pass the gates and only a cursory scrutiny is made to be sure that no improper person makes an entrance or exit.

Rockview is considered a minimum security institution but in its operation it partakes of all three types. Inmates are received from Western and Eastern, not on the basis of classification but on the basis that they are nearing the completion of their minimum sentences. Rockview is more a transitional institution and a reward for good behaviour than a classified correctional plant. In consequence, there are many inmates present who should be subject to maximum control because of their dangerous propensities. The ease with which this group can secure implements to work personal aims is almost ludicrous.

In our Recommendation Number 88 we advise the construction of a Farm Colony at both Rockview and Graterford. Such construction would obviate the necessity of movements such as herein described. We observe, however, that good management would not, under any circumstances undertake the risks afforded by the current system.

3. Security

Since the prevailing theory at Rockview is minimum security, the use of the term security in this paragraph refers more to the inherent weaknesses of the program than to the custodial aspects of the institution. Since 1913, 470 prisoners have escaped and all but seventeen of these have been apprehended. Escape in daylight is relatively simple.

We have already commented upon the hazard created by the existing practices in moving prisoners in and out of the compound. With respect to the opportunity to secure contraband within the enclosure itself, the peril is equally great. Almost every prisoner has a knife which he obtained in channels known to the administration. Table knives may be pilfered without fear of detection and those engaged in hobby work (particularly leather-craft) may actually purchase knives by the dozens from dealers outside the enclosure. In the thirteen months' period immediately preceding the disturbance of January 19, 1953, there had been only one general shake-down of the population and cells.

Contrary to good prison practice, custodial personnel carry arms on their persons. The hazard of this practice was demonstrated by the initial phase of the outbreak. Control of the prison was quickly obtained by the convicts merely by grab-

bing the custodial officers and removing their guns from them. These were used to subdue other officers and reluctant prisoners.

The arsenal of the prison was also inadvisably kept in the Deputy Warden's office in a safe which was not locked on the outside. The office is in the same structural unit as the main cell blocks and when these fell to the prisoners during the uprising, it was a simple matter for them to obtain an ample supply of arms. Prison records were also obtained and destroyed in the same fashion.

At night there is only one custodian on duty at the desk in the west wing which houses about 120 prisoners. The same situation obtains in the east wing where there are about 180 prisoners. Custodial officers have been alone at night in the cell blocks and this makes conditions hazardous. If the guard is called to one of the higher tiers because of illness of a prisoner, the lower tiers are left unmanned.

The prison is understaffed and there is much dissatisfaction with working conditions among the personnel. We have commented upon this in Paragraph 2 of Section II. In addition to this we find that there are no staff meetings held by the Warden and no close relationship between department heads and employees. There is competition between departments and actual hostility between Prison Industries representatives and the prison staff. Problems are disposed of as they arise and no further thought given to them insofar as preventive measures are concerned. The low officer morale has resulted in a reflected low morale among the prisoners.

There are certain structural weaknesses not chargeable to the administration. The most glaring weakness apparent from

a retrospective view of the riot was the comparative ease with which the prisoners secured control of the utilities. This was particularly true of the telephone. Had it not been for the fact that communication between cell blocks was within inmate control, it is likely that the disturbance in "B" block, at least, would have been avoided. The evidence was strong that by constantly calling "B" block on the telephone and accusing the inmates therein of being "yellow" and refusing to cooperate, the prisoners in other blocks were able to persuade "B" block to riot.

Lack of internal security as outlined above has a serious impact upon prison programming. If weapons and contraband are available to the prisoners and if administration is weak, custodial officers are understandably in personal fear. It is likewise true that the hardened, the experienced, and the vicious are quick to appreciate and take advantage of the situation and to run the prison according to the dictates of their own distorted appetites.

It is also true that lack of internal security is an invitation to disorder. Recent history has demonstrated to many of the younger prisoners that mass action secures attention and, at the same time, buries individual activity in the subsequent confusion. It is universally recognized in penal circles that one prison disorder will incite another. Thus, where the ground is plowed by laxity in one institution, the disorder in another may be the seed which grows into serious difficulty. It is, therefore, incumbent upon prison administrators to keep their houses in order at all times.

(e) Grounds and Buildings

Installations at Rockview are well kept. There was

some evidence of lack of attention regarding general policing of the grounds but in the main, the buildings show care.

(f) Instruction and Recreation

Rockview has an educational program. There are six classes on the grammar school level, eight on the high school level, and four State College Extension classes. Such subjects as English, German, Spanish, Music Theory and Blueprint Reading are offered and there is cooperation by the authorities at Pennsylvania State College in the operation of the school. The program is conducted by the Protestant Chaplain who is also the director of recreational programs. His duties in this regard are unnecessarily diverse.

(g) Accounting

Farm operations at Rockview are supervised by a farm superintendent. The labor is supplied by the prison and all records are kept with the institution files. The farm superintendent and overseers are employes of the prison.

As is usually the case involving a productive branch of a publicly owned institution, there have been repeated rumors of larceny, embezzlement and mismanagement. There have been, in the past, a few instances of fraudulent practices detected by the administration, but we have no evidence that any such exist at the present. It must be stated, however, that we did not consider it our function to conduct an inquiry concerning this matter since the detection of criminal enterprise was not within the outline of our duties as you explained them to us.

We were concerned, however, with the possibility that there could be a substantial diversion of State-owned property by persons connected with the institution regardless of their rank and station. Although the farm has been a paying pro-

position in the past, according to the best information we could obtain, there has not been an audit for two years. A profit and loss statement shown to us was for the year 1950, and was not of sufficient detail to justify any positive conclusions.

We reiterate that we have no evidence of wrongdoing but we strongly urge an overhauling of accounting procedures at this institution. Our references in this case is to the farm operations at the prison and not to the prison industries.

3. EASTERN PENITENTIARY

Eastern Penitentiary is the oldest State-owned prison in the Commonwealth. It was started in 1823 and the first prisoner was received in 1829. The main construction consists in a walled edifice within the City limits of Philadelphia covering approximately ten acres of land, and having an inmate capacity of 923.

(a) Food.

Examination of menus, food actually served and kitchen and storage facilities indicate that the feeding program is reasonably proper. We did not actually eat a meal at this institution but we were present when one was being served and were in a position to observe the preparation and service.

Kitchen installations were polished and clean and the food appeared to be wholesome and substantial in quantity. There were some expressions of dissatisfaction among the prisoners concerning the food but these related primarily to the repetition of certain items on the menu. A check of the food served and interviews with inmates indicated that published menus were strictly followed.

(b) Punishment.

Punishment is meted out by a single disciplinary officer following a write-up by inferior officers. We have already in this report expressed our opinion concerning this method of trial.

Major punishment is inflicted in a separate unit. This unit consists of dark, forbidding cells isolated from the rest of the prison. It is entirely undesirable and should be eliminated. The Warden himself expressed dissatisfaction with the punishment cells and requested help in securing a better installation.

(c) Sex Perversion.

The administration takes all possible steps to prevent perversion but is handicapped by the size of the population as compared to the capacity. While homosexuals are segregated and extremely young inmates are kept in the quarantine block to protect them from contamination by hardened criminals and perverts, the necessity for doubling up in cells has made complete control an impossibility.

There is no late lock-up and no work-assignment problem since only sixty-five inmates are engaged in the printing department. As noted previously, an administration program of in-cell industrial work has brought about almost universal employment of the population.

Security officers in this institution are unusually alert and intelligent. It is doubtful that the sex problem is enhanced by laxity here although the institution is undermanned.

(d) Prison Management.

We found no observable defects in prison management. On

the contrary, we found an excellently supervised institution even though the physical plant left much to be desired. Everything was scrupulously clean, painted and in good repair. Personnel wore neat uniforms and seemed to command the respect of the inmates. The institution was controlled by a complete set of printed rules and a book called "Officer's Duties" is issued to each guard.

The management seems to appreciate the necessity for strict security measures. Firearms are not carried by custodial officers inside the prison and care is taken to prevent the acquisition by prisoners of dangerous weapons and contraband. No prison, however well managed, is escape- or riot-proof,^{4/} and often it is only after a disturbance occurs that many defects in routine are uncovered. A comparison of routine at Eastern with that in the two prisons where rioting occurred did not disclose the presence of any of the security faults which contributed to those disturbances.

(e) Grounds and Buildings.

The crowded construction at Eastern does not permit much in the way of grounds. Such open spaces as are now available are bleak and uninviting. There could be improvements in this direction.

The interiors of the venerable installations at Eastern are remarkably well kept. Prison management has made valuable use of available labor so that every nook and cranny of the sprawling structures except the punishment unit are clean, bright and well lighted. Even the oldest of the cells with

^{4/} In a public pronouncement on February 26, 1953, the Department of Welfare in Wisconsin stated: ".....there is no such thing as a riot-proof prison and there might be trouble in any institution at any time....."

their small, high windows and their low square entrances are kept neat and trim. The artificial light in these rooms is of such brilliance that inmates occasionally use masks over the fixtures to reduce the glare. The manner in which the interior of the prison is kept indicates judicious and intelligent use of inmate potential and a high regard for the necessity of pleasant environment.

If our Recommendation Number 1 is adopted, greater facilities will be present to increase natural light and the internal beautification of the remaining installations.

(f) Instruction and Recreation.

The recreational program is seriously hampered by lack of space. Practically every grand jury report involving Eastern refers to this aspect of the prison. There are ample funds available in the prisoners' accounts to provide athletic equipment, but this equipment cannot be used extensively.

One of the prime objections to Eastern is this phase of its operation. If Recommendation Number 1 is adopted and the old installations ripped out, there will be ample room to expand the athletic program. With a smaller population and more attention to beautification of space inside the wall, most of the objections in this regard will dissipate.

4. GRATERFORD

Eastern Penitentiary has its branch located some thirty miles from Philadelphia, in Montgomery County. This institution, locally known as Graterford, is a magnificent plant occupying more than sixty acres within a walled enclosure and having adjacent thereto approximately 1,700 acres of farm land. The prison and its farm are operated under the same Board of Trustees and the same Warden as Eastern.

(a) Food.

The quality and quantity of food served at Graterford is excellent notwithstanding it is subject to the same objections that always obtain concerning institution food. Kitchen appliances and storage installations were scrupulously clean and sanitary. The menus are balanced and the food preparation good.

(b) Punishment.

Prisoners are tried and punishment meted out as it is at Eastern. We have already commented on this elsewhere.

Punishment cells are humane. Repeaters and serious problem inmates are returned to Eastern for discipline and custody.

(c) Sex Perversion.

The modern installations and the interested, intelligent attitude of the custodial personnel have combined to keep down perverted practices. There are few isolated spots accessible to inmates where improper practices may be indulged, and single occupancy of modern cells is an additional favorable factor.

Isolation of hardened offenders and protection of the young and inexperienced marks the custodial program. Although there is not enough attention paid to sex perversion as a factor in work assignment, this defect is not too serious in the light of the industrial set-up where all inside work is done in large, well-lighted bays where every section is open to scrutiny from central raised industrial offices and from the large main corridor.

There is no concentrated educational program designed to emphasize the deleterious effects of sex perversion, but the atmosphere of the prison and the attitude of the officers would

seem to be conducive to healthy thinking.

(d) Prison Management.

The management of the prison is excellent. The conduct of officers and inmates is prescribed by definite rules and there is a proper regard for security. The guards do not carry arms and every precaution is taken to see that no contraband reaches the inmates.

Graterford is not primarily a maximum security institution but it has many of the aspects of one. The chief danger, as we see it, lies in the unfortunate circumstance that overcrowding at Eastern has brought many undesirable prisoners into the prison and these are the source of great concern to the management. Under a reasonable classification system, Graterford could become an outstanding institution.

There is still an intense problem involved in the movement of prisoners in and out of the enclosure for farm work. The Warden and his staff would welcome a change in this routine since constant vigilance must be maintained to be sure that dangerous instrumentalities and contraband are not smuggled into the cell blocks.

While much has been said elsewhere of Boards of Trustees, something should be said concerning the operation of the one at Eastern and Graterford. The Board has been in constant touch with the institutions and has been responsible for many of the fine installations and procedures which there obtain. This is an example of a Board of Trustees at its best.

Notwithstanding both branches of this institution have functioned very well under one head, we still feel it a desirable thing to have each one under separate management. The personalities which control these prisons will not be avail-

able indefinitely, and in the foreseeable future a similar difficulty might arise as presently obtains at Western and Rockview.

(e) Grounds and Buildings.

The installations at Graterford stand as a monument to excellent stewardship of public property.

Since we cannot foretell the outcome of our labors, something should be said here concerning the Ashe recommendation that the enclosure at Graterford be divided in order that a new institution might be built therein. On page 30 of the Ashe Report this is said:

"It is recommended that this (new) ^{5/} maximum security prison be located within the wall at Graterford. As we have previously stated, the Graterford wall encloses 62 acres. If a dividing wall were erected at a point just beyond the present buildings, it would provide a secure enclosure at least 20 acres in area and would leave ample space for the present institution and all its activities. The area that would be included within the new enclosure is barren ground that is no asset to the present institution and is, in fact, a detriment in that it increases the escape risk."

We can find no contemporary support for this recommendation among the expert prison men whom we consulted. Initially, it must be noted that the high mound of earth which formerly stood as a barrier between the wall and the prison has been eliminated so that the prison, as now constituted, is not shut off from the view of the tower men. Furthermore, it is a recognized circumstance that an institution within an

5/ Parenthetical matter supplied.

institution creates additional security hazards and administration problems so difficult that the increased cost of operation would, in a short time, more than surpass the savings effected. The aphorism that two families cannot live under the same roof has no greater application than in the case of prisons.

Penal history has demonstrated that long distances and high walls are no obstacles to the passage of information or emotional reactions between prisons. The pattern of prison disorders, strung on invisible wires like Japanese lanterns across the continent, is adequate testimony to this truth. Thus, there is no occasion to assume that the mere construction of a high wall across the compound at Graterford would destroy the contaminating effect of dangerous, maximum security prisoners in close proximity to medium and minimum security prisoners.

(f) Instruction and Recreation.

Graterford has an educational program. Its recreational advantages are very good. There is plenty of room for athletics and the hobby rooms afford opportunity for self-expression and amusement as well as instructive pastimes.

5. MUNCY

The State Industrial Home for Women at Muncy in Lycoming County constitutes one of the finer units of our correctional system. It is a cottage-type institution with the housing facilities arranged in a college fashion about the administration building. Each cottage has its own kitchen and dining room.

(a) Food.

There is no problem regarding food. The inmates participate in the preparation and service of the food in their

own kitchens and these installation are exceptionally neat and clean.

Published menus are strictly followed and these appear to be well balanced.

(b) Punishment.

Punishment is meted out by the Superintendent upon the suggestion of officers. The inmate is given an opportunity to be heard and punishment is graded as follows:

1. If the offense is not too serious, a scolding and a warning is given.
2. If the offense is not too serious but of a higher grade than those referred to above, privileges are denied the offending inmate.
3. Serious or repeated offenses are punished by confinement in a separate unit situated on a hill some distance from the main installations. The cells in this unit are humane and well lighted. Confinement here means an automatic loss of privileges for six months.
4. Where severe punishment is indicated, inmates are confined in cells within the punishment cottage which have no furniture and where the distinctive feature is isolation from other inmates. These cells are humane but are used only for extreme cases.

(c) Sex Perversion.

There is some sex perversion at this institution but the staff is following a definite program of education to prevent it. In the manual of instructions given to each inmate there is a discussion of the deleterious effects of perversion and officers are instructed to be alert for indications of unusual conduct.

The institution with the exception of the farm buildings does not pose a problem in regard to sex practices since the inmates are housed in small groups, are locked up at night and are under almost constant supervision. The relatively small inmate population makes supervision relatively easy.

(d) Institution Management.

We found no ground for complaint as to the management of this institution. The program is well supervised and internal security is maintained. Indicative of the success of the institution as a readjustment center is the fact that parole violators are few in number and of those returned to the institution most are for technical violations of parole.

Custodial and supervisory personnel are well trained, some of the staff having been educated through classes on institutional management conducted by the Department of Public Instruction.

(e) Grounds and Buildings.

The grounds and buildings leave nothing to be desired. We were particularly impressed by the new hospital and its installations.

(f) Instruction and Recreation.

There is an excellent program of education maintained at Muncy. Training classes are held in those pursuits normally attributable to women and the facilities are adequate.

The necessity for recreation is properly recognized and a suitable program has been instituted.

6. WHITE HILL

As stated in paragraph 3 of Article II, we consider that the Pennsylvania Industrial School at White Hill is an

excellent institution. It has a capacity of 1404 inmates and operates at about 90 per cent of capacity. It is located in Cumberland County only a few miles from Harrisburg and has an adjacent farm which supplements the industrial aspects of the school.

(a) Food.

We observed nothing in the feeding program which calls for criticism.

(b) Punishment.

A court is established within the institution for the trial of offenders. The court consists in the Deputy Superintendent, the Major of the guard, and one member of the classification clinic. Inmates are given an opportunity to defend themselves.

Punishment is graded according to the nature of the offense and may consist of a simple reprimand and warning, the loss of privileges, the loss of time, or confinement. For the younger inmates a type of punishment known as "Captain's Bench" is used. Under this, the offender is required to sit on a bench in the presence of the Captain of the guard. The inmate may only leave the bench with permission and to eat his meals.

Major offenders are punished by segregation in a separate cell block set aside for the purpose. Only one hour a day is permitted outside the block for exercise and confinement automatically carries with it the loss of smoking and reading privileges.

There are ten punishment cells available for extreme cases. These are seldom used but serve a useful purpose as a threat to those who are indifferent to the other punishments.

The punishment cells are not lighted and have only an iron bed for furniture. Nothing but a blanket is permitted to the inmate.

(c) Sex Perversion.

The management has a definite sex perversion preventive program which begins with the inmate's classification on arrival. A material part of the educational process is devoted to preventive work and in those cases involving known deviates, segregation under constant supervision is practiced.

(d) Institution Management.

Institution management at all levels is good.

(e) Grounds and Buildings.

The grounds are kept as attractive as possible and the buildings are in excellent shape.

(f) Instruction and Recreation.

White Hill receives youthful offenders between the ages of fifteen and twenty-one and, in consequence, must have an extensive educational program. It has a full curriculum on both grammar and high school levels. All teachers in the academic department are certificated and qualified to teach in schools outside the institution.

7. HUNTINGDON

The Pennsylvania Institution for Defective Delinquents at Huntingdon is a unique institution designed to supply a definite need. Its purpose is to develop to the full the qualities possessed by those delinquent individuals whose mental equipment places them below normal standards. It has no therapeutic aims respecting mental infirmities and is not, in any sense of the word, a hospital; its hope being to assist the inmates in acquiring skills within the field of their

mental limitations.

(a) Food.

Kitchen installations are good. The food is excellent in quality and high standards of cleanliness and sanitation are maintained.

(b) Punishment.

Punishment is meted out by a system of clinical examinations wherein all of the individual characteristics of the offender are duly appraised and balanced. Actual punishment is ordered by the General Superintendent but only after all of the factors involved have been duly considered and discussed with the professional personnel.

Major punishment is inflicted in isolation cells which are humane and sanitary. Minor infractions are treated by the usual methods of reprimand, loss of privileges, etc.

(c) Sex Perversion.

In Section V 1(c), we had occasion to comment favorably upon the approach to the sex problem which is followed at Huntingdon. At this institution there is an educational program designed to persuade the inmates against perversion and to acquaint them with its deleterious effects as well as its moral implications. Personnel is trained in preventive work and all work assignments are carefully made to avoid opportunity and contamination.

(d) Institution Management.

Huntingdon is a well-managed institution notwithstanding it has a serious personnel problem. There are well-established rules and regulations regarding the conduct of inmates and officers and the program is intelligently and earnestly conducted. Security is maintained and there is every evidence

that good use is made of available labor in maintaining installations.

We have thoroughly examined the program at Huntingdon and are impressed by the quality and sincerity of its entire staff. The program is well integrated and the cooperation between the custodial and professional officers is good.

New overseers and custodial officers are given a thorough indoctrination course and in-service training which is planned in advance.

Overseers and guards at this institution are dissatisfied with their ratings, advancements and pay schedules, a circumstance which has not affected the efficiency of the institution but which may seriously handicap it in the future.

(e) Grounds and Buildings.

The grounds and buildings are very well kept.

(f) Instruction and Recreation.

Academic instruction of the mentally inferior inmates poses a serious problem for Huntingdon. There is trouble in securing teachers trained in such work and the school backgrounds of the individual inmates are so varied and diverse that groupings for instruction is highly difficult.

Reading, writing and arithmetic are taught in four school rooms by college trained men.

Recreational activities are considered a part of the training program of the institution. As such, athletics and competition are encouraged, competently supervised and organized.

There is a fine vocational training program in force at Huntingdon.

8. MORGANZA

The Pennsylvania Training School, for boys and girls

between the ages of 12 and 18, is located at Morganza, in Washington County, southwest of Pittsburgh. Only misdemeanants and juvenile delinquents are committed to this old institution which was opened in 1850.

This is a cottage-type institution, with the boys' cottages grouped on one part of the campus and the girls' cottages grouped separately, but nearby on the same campus.

(a) Food.

There is no serious problem regarding food. The boys and girls participate in the preparation and service of the food in their own cottages and these installations were clean and neat.

(b) Punishment.

There appeared to be no evidence of cruel or unusual punishment.

(c) Sex Perversion.

The staff is apparently aware of this problem and doing its best to suppress and prevent it. One of its tools in this regard is a program to keep all the youth busy and active through school, work and active recreational programs.

(d) Institutional Management.

For reasons not fully understood by this Committee, this institution has been plagued with changes in top management. The frequent change in superintendents has had a damaging and disrupting influence on the program. No program can be steady, and in keeping with long-time, well-conceived ideas, if the leadership of the program is constantly changed.

The staff contains many very fine old people who are, perhaps, too old to feel the real pulse of youth and lead them in youth activities. Many are over 70 years of age. There

needs to be an influx of young, vigorous people. It is suggested that attractive salaries and the supply of living quarters at the institution might solve this problem.

The Management is complicated by the policy of having both girls and boys on the same campus. There is a division of opinion on the part of the staff as to whether or not it is wise to have the two groups of delinquents so close together. Without weighing all the arguments pro and con, it is sufficient to note that the entire program, for both boys and girls, is continually colored and limited, by the concern of separating boys and girls and preventing communication between them. While joint operation of the two divisions under one management and in one institution may be cheaper, it does not appear to be wiser.

(e) Grounds and Buildings.

The grounds and buildings are well kept considering their age.

(f) Instruction and Recreation.

The academic school program is reasonably adequate, but further vocational training facilities are needed, particularly for the younger boys during the summer months.

GENERAL COMMENT

The recent manifestations of unrest in penal institutions have resulted in a number of investigations elsewhere. Some of these have been exhaustive and time-consuming, and the reports which have been made available to us indicate that our problems are not unique.

With minor exceptions, the warp threads are the same, weaving a pattern of discontent with unequal sentences, food, parole and prison management. The woof shows overcrowding, sexual tension, lack of direction, indifference and poor planning.

The style and theory of approach to the problems varies with the individual committees, and the final reports show a range which extends from minute examination and recommended reform of practical details to the submission of suggested theoretical and ideological changes calculated to revolutionize the entire peno-correctional field.

Every unfortunate adventitious circumstance of wide social significance produces its crop of panaceas; its blizzard of condemnation. There is immediate conflict between the scholastic and the practical, the amateur and the expert. Each, in his own way, seeks to drive home the necessity and desirability of his own remedy. In the resulting confusion, those charged with the function of decision are beset by conflicting forces and often the results are unsatisfactory.

The present unsettled conditions and the steadily increasing rates of both recidivism and initial delinquency seem to support the following generalization which we advance to acquaint you with our basic views:

1. There is great need for re-thinking our preventive theories.
2. There is need for cautious experimentation in our corrective procedures.

In regard to this it should be pointed out that many past failures have been due to the erroneous thought that the criminal may be measured in even terms and that his reactions follow a set pattern. There should be a fuller appreciation in the future of the circumstance that the criminal cannot be typed nor does he favorably respond to the same stimuli that activate a normal individual.

3. Although a criminal cannot be typed he can be classified during treatment and thus facilitate group study. Classification will also be a forward step in developing the current experiment in rehabilitation. It has the further advantage of congregating the prison populations in relatively small homogeneous groups for the diminution of security problems and the furtherance of corrective treatment.

4. Efficient prison administration requires centralization of power and long-range planning. A necessary adjunct to this is adequate and trained personnel.

5. There should be periodic investigation and surveys of prison facilities and corrective procedures.

VII

CONCLUSION

Whether or not our labors will bear fruit does not lie within our province, but it has been our sincere desire to obey the mandate of your instruction and not to impress our views upon anyone who disagrees with us. We have not "pulled any punches" nor sought the hurt of anyone. It goes without saying that there will be honest and vigorous disagreement with what we have said here, but this has never been an element in our consideration.

Each and every view herein expressed represents the collective product of our thinking. There have been and still are minor differences of opinion as to detail but none of these are of sufficient importance to impel the individual member to offer a supplemental or dissenting report. During the course of our investigation and the subsequent consideration of all the matters herein contained the most surprising element was the circumstance that six people with such a wide divergence of training and experience could hold such a relatively unanimous viewpoint.

At the outset, we were promised cooperation on the part of every State employe. This has been afforded us in every respect and to those individuals who accompanied us on our rounds, answered our questions, and produced requested documents we owe a large measure of thanks. We are particularly in the debt of the Attorney General whose wisdom, counsel and experience constituted a well-spring from which we drew often and deeply. As a former member of the Ashe Committee and as a practicing penologist at White Hill he was an asset without which we could hardly have functioned.


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and various other letters, reports, menus, salary reports, time schedules from the various institutions.

ALL OF WHICH IS RESPECTFULLY SUBMITTED


JACOB L. DEVERS
General, USA, Retired, Chairman

JOSEPH E. RAGEN
Warden, Joliet State Prison

JOHN C. BURKE
Warden, Wisconsin State Prison


WILLIAM WITHEROW
Industrialist

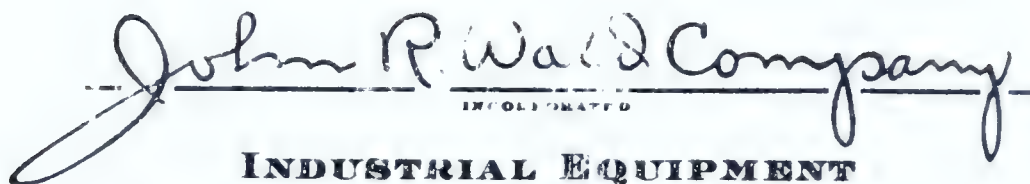
BURTON R. LAUB
Judge, C.C.P. 6th Judl. Dist.

Advisory

EDWARD R. CASS
Penologist

PROPOSED
POPULATION DISTRIBUTION
OF
CORRECTIONAL INSTITUTIONS
STATE OF PENNSYLVANIA

	<u>EASTERN</u>	<u>GRATERSFORD</u>	<u>WESTERN</u>	<u>ROCKVIEW</u>	<u>WHITE HILL</u>	<u>HUNTINGDON</u>	<u>MUNCY</u>	<u>TOTAL</u>
Quarantine	125		150				10	285
Overcapacitated	10	15	15	5	15	10	5	75
Segregation	5	25	25	15	10	15	2	97
School		175		120	200	150	35	680
Maintenance	235	750	310	450	460	475	223	2903
Farm		300		300	50	150	25	825
Industry	125	800	250	310	400	400	50	2335
	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>	<hr/>
TOTAL	500	2065	750	1200	1135	1200	350	7200



HUNTINGDON, PENNSYLVANIA

March 25, 1953

General Jacob L. Devers
United States Army - Retired
Herndon R. D. #2, Virginia

Dear General Devers:

We have now completed the assignment you gave us to make a study of prison industries in the correctional institutions of the State of Pennsylvania. We are prepared to make our report and recommendations on the basis of our findings.

In the first place, we are happy to say that without exception, we received perfect cooperation from every individual contacted during visits to the several institutions and departments. Everyone gave us any and all information from their record showing operations over a period of years, and this attitude on the part of the department heads was most helpful in collecting the data for our survey.

GENERAL

In order to present the overall picture, we have prepared a tabulation, which is attached to this report, showing possible future population distribution for all of the penal institutions in Pennsylvania. The distribution of the total penal population for this State contemplates a change in the character of some of the institutions and reactivation of the Institution at Huntingdon as a correctional one rather than an institution for defective delinquents.

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We understand that this change in the several institutions is to be a part of the recommendations of your committee and we have, therefore, attempted to follow this plan in making up our overall recommendations.

It is not contemplated that the complete program suggested for the future should be activated immediately. This represents a major undertaking and the funds required to initiate all of these operations in a very short period of time would represent more than could be expected from the department. Note that the distribution chart assigns 2,335 inmates to industry. This compares with a total of 1,310 employed in prison industry during the fiscal year ending May 31, 1952. The one important conclusion that results from the comparison of present and future prison industrial activities in the State of Pennsylvania is the fact that the total number assigned for future employment in the industrial department is considerably more than would be available for industry at the present time. In other words, there is no question but that full time constructive employment can be given to every able bodied inmate of the correctional institutions. The figures we have used in determining future industrial employment are not theoretical but are substantiated from our records of similar operations in other states.

POTENTIAL INDUSTRIAL MARKET

In this connection the state ward population of any state, which includes the total number of inmates of all state owned and operated institutions, represents a measure of the potential market for prison made goods. It can very easily be demonstrated that a

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state with a ward population of 50,000 people will require certain basic manufactured products for their maintenance and living requirements. The quantity required per capita also will in practically every instance, be very much the same in every state. We have a record of the annual sales volume for all prison industries in all states and have used this information for a guide in setting up our recommendations for the State of Pennsylvania. For example, if the State of Illinois produces and sells soap and soap products with a total dollar volume of \$300,000.00 per year, it is reasonable to assume that Pennsylvania with approximately the same state ward population, would offer a market for an equal annual dollar volume of production. In addition to the state ward population, there is the market for prison made goods through the sale to counties and municipalities. In most instances, the volume will be equal to the state institution requirements so that by obtaining the business from both groups, state, county and municipal, the market potential is doubled over the state institutions only.

It has been suggested that the problem of disposing of prison made goods in Pennsylvania would be simplified and the volume increased if the legislature were to enact what is commonly known as a compulsory state use prison labor law. At the present time the law in Pennsylvania provides that the Department of Welfare may establish manufacturing enterprises in any or all of the correctional institutions and that the production from these factories may be disposed of to state institutions, departments, agencies and political sub-divisions of the state. It is not compulsory,

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however, for any of the institutions or departments to purchase from the prison industry department. Many states have enacted legislation which makes it mandatory for the various state institutions and departments to buy such products as are manufactured by prison industries. Other states go a step farther and require that political sub-divisions of the state must also purchase from prison industries. Whether or not such legislation is desirable or necessary at this time in Pennsylvania is somewhat debatable. As a result of our recent study, we are inclined to believe that such a mandatory law is not immediately required in order to expand the operations of prison industries in Pennsylvania. One reason for depreciating the importance of this legislation at the present time is that we feel that it might considerably contribute to the defeat of other legislation contemplated, and which we believe is of greater importance at the moment. Prison labor is always a controversial subject and therefore, it has been our experience that more progress can be made if the publicity in connection with prison industries is controlled.

SALES PROFITS VERSUS EMPLOYMENT

There has been practically no expansion of prison industries in Pennsylvania during the past 20 years. The total number employed in 1932 in all state use industries was 1,014. In 1952 the average employed for all prison industries was 1,310. ^{Page} It is probably somewhat significant that the total penal population in 1932 was 6,312 whereas in 1952, it was 6,058. Therefore, the actual percentage of total population employed in prison industries has not changed in the past 20 years. On the other hand, the total sales from

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prison industries in 1932 was \$942,632.00. In 1952 the total annual sales from all prison industries amounted to \$2,802,898.00. The increase in sales value without a proportion increase employment of course, is explained by the fact that the value of the dollar has changed very materially since 1932, plus the fact that in 1952 sales from the Coffee Roasting Plant at Whitehill amounted to \$844,331.00. This activity was not in operation in 1932 and furthermore, it gave employment to 10 inmates only. Therefore, if the value of the coffee produced is deducted from the total sales in 1952 and the resultant figure compared with the 1932 sales, it would indicate that the average production worker has not changed materially.

As a result of observations made during our survey and study of conditions as they now exist in the prison industries of Pennsylvania, we do not believe it is possible nor would it be fair to blame any one person, institution or department, for the apparent lack of progress in the expansion of industrial employment in the state. We found that everyone in prison industries division of the Department of Welfare was sincerely trying to do the very best job he could and took great pride in the fact that the individual shops were producing efficiently. Also, the results from each institution were showing reasonable profits from sales.

We did find that there was friction between the industries and institution management, personnel, as well as friction between prison industries and several departments and agencies of the state. Here again, we do not believe that this is due to mismanagement or lack of interest on the part of anyone within the prison industries department, nor can one definitely say that it is because of unfair attitudes or disinterest on the part of other department officials.

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CENTRALIZED COORDINATION REQUIRED

We are convinced that the lack of progress in prison [industries is due to the failure on the part of the State to establish a central administrative group or individual, who would have overall supervision and jurisdiction on policies for prison industries at each institution, as well as the general relationship between institutions in the State. Because of this, no master plan of expansion and coordinated action has been evolved. Under the present arrangement, the central office of prison industries negotiates with each institution as an individual institution rather than as a portion of a coordinated working group. This creates conflicting policies and temporary expediences, which invite confusion and strictly individual institutional operation within the Department of Welfare.

This situation is further complicated by the fact that there is no definite policy insofar as classification of inmates is concerned, between institutions, and a very limited effort is made towards classifying inmates within each individual institution.

Within the Department of Welfare itself, there is a market for prison made goods sufficient to give employment to several times the number now employed. For the fiscal year ending May 31, 1952, the Department of Welfare total purchases for the maintenance of 37 institutions amounted to \$21,561,500.58. If prison industries were to produce only 25% of their requirements within its own department, the resulting volume would be more than twice the present total sales from prison industries for one year. However, there is apparently no one in the department who can make certain that prison industries do supply everything they are able to manufacture to the various state

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institutions. There is no reason why the prison industries should not supply all of the clothing and textiles required by state institutions and it should be supplied at a price that will reflect a saving to the using institution and still show a margin of profit over and above material and labor cost to the prison industries.

A very common complaint heard from the institutions is that prison industries are emphasizing the profit angle of their operations rather than the employment and rehabilitative values of industrial activities. The using institutions insist that the prices they are charged for prison made items are many times equal to and sometimes in excess of prices for similar products that can be purchased on the outside market. There probably is some justification for this criticism, although the prison labor department will insist that where the prices for articles manufactured by outside industry are lower than the prison made items, that the quality of the articles offered by prison industries is superior in one or more respects and therefore, justifies a higher selling price.

In a situation of this kind where there are differences of opinion, there should be some court of appeal where the two parties can make their requests for consideration and arrive at an arrangement which will be equitable and acceptable to both parties. Under present conditions in Pennsylvania there apparently is no place where either one of the parties may go to ask for and receive a hearing and a decision that is based on the actual facts in the case.

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In our opinion most of the problems now confronting the expansion of prison industries in Pennsylvania can be eliminated by the appointment or creation of a coordinating group or the selection of an individual who can serve as an arbitrator for problems affecting more than one institution. The appointee would provide the decisions necessary to the establishment of a smooth running cooperative group of institutions with the prison industries as a definite contributing part of the overall program.

If and when such an individual or group is established for coordinating the activities of the institutions and industries in Pennsylvania, one of the first problems should be to project an overall long time planning program for the relocation of existing industries and the establishment of new activities.

CLASSIFICATION IMPORTANT TO INDUSTRIAL PROGRAMMING

The question of where to operate different industrial activities should, of course, be determined first of all by the type of institution and the type of commitments to be made to the various institutions. The decision has to be made relative to the classification of institutions insofar as type of custody is concerned, such as maximum, medium and minimum security and the type of inmates to be confined, such as first offenders, various age groups and other classification breakdowns. It is then possible to determine how to distribute the various industrial plants among the institutions. In the first place, it is natural to provide the younger more hopeful inmates with industrial operations, which have the greatest training value so as to contribute the most towards the corrective treatment while the individual is confined.

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It is generally agreed that the wood working industry, certain types of metal working industry and printing industry, offer the greatest training value from the standpoint of skill or specially trained workmen. Therefore, these particular activities should be considered as being best adapted to the younger reformatory type of inmates.

It has been our impression that the sewing industry probably offers less opportunities for trade training than any of the prison industries, although there is a limited amount of training value in the maintenance or mechanical department in the garment factory. However, the number of men who can be given training in this particular branch of the activity is very limited compared to the total number employed. Therefore, this type of operation should be given preference when considering an activity for the maximum security institution and secondly, for the medium security group where one of the primary objects is to give employment which will occupy the time of the inmate without too much emphasis on the trade training value of his work. The same general principle applies for the weaving industry since no particular skill is required for operating a loom. The machine itself does all of the work and it is more a question of having someone in attendance to watch for breakdowns and make minor adjustments. Here again, a very small percentage of the total employed may be trained in the maintenance details or mechanical repair work of the manufacturing operation.

We are of the opinion that there probably has been too much emphasis, or at least too many men, assigned to the farming or agricultural operations in the Pennsylvania Correctional Institutions.

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This emphasis quite possibly is due to the fact that there are a limited number of industries to which men can be assigned and therefore, the agricultural program is expanded in an effort to take up the unemployment load. This results in a situation where a large number of men are occupied during the planting and harvesting season on the farms, but at other seasons of the year there is an overabundance of labor available. This situation is more apt to prevail in the Northern States than would be true in the South Territory, where seasons are longer and it is possible to work men in the fields during most of the 12-month period.

Our thought would be to curtail the farming operations to the minimum as industrial operations expand. At the same time it should be possible to coordinate certain industrial operations with the agricultural program so that during the peak seasons on the farm men could be made available from shops, which would operate during the Winter months and periods when it is not possible to carry on agricultural activities. Industrial shops which might fit into such a program would include the manufacture of brushes, mop brooms, mattresses and other similar or allied items. The plan would be to operate the shops at maximum capacity during the periods when help was available and stock the production for shipment on order that might be received during the season when the same group would be employed in agricultural pursuits. The items referred to would not deteriorate in storage and it would be a rather simple matter to determine what the annual requirements would be so that production could be adjusted accordingly.

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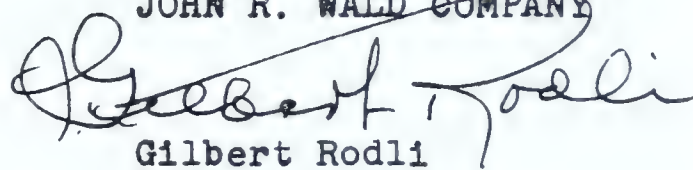
CONCLUSION

We have one basic recommendation to make. The need for it is self-evident to anyone visiting the correctional institutions in Pennsylvania. Establish a strong central administrative structure. After this is established, we are certain that progress will naturally follow, not only in the prison industry field, but also in the overall correctional program in the various penal institutions.

We consider it a privilege to have had the opportunity of making this survey of prison industries in Pennsylvania. We hope that our recommendations will be helpful to you in the preparation of your overall recommendations. We also sincerely hope that immediate steps will be taken to set up the personnel with adequate staffs to carry out the recommendations of your Committee. If we can be of any further service, we hope you will feel free to call on us.

Very truly yours,

JOHN R. WALD COMPANY


Gilbert Rodli
President

GR: jec

Enc.



